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ABSTRACT

This publication presents facts and figures describing various aspects of the Israeli education system in recent years. It highlights those reforms and innovative programs that have begun to be implemented, noting that the success of these programs will be assessed in the years to come. The present publication includes information about additional important fields of activity, such as legislation in the field of education, informal education, higher education, and educational research in Israel. It also offers an update and expansion of existing educational subjects, such as reforms and new programs, organization of studies and schedule of hours, attendance and drop-out rates, and public expenditure on education. Textual and factual descriptions have been combined with tables and graphs in the publication. Following an introduction, the publication is divided into the following eight sections: (1) "Educational Policy and Programs"; (2) "Structure of the Educational System; Administrative Structure of the Ministry of Education, Culture and Sport"; (3) "Education Expenditure"; (4) "The Educational Process"; (5) "Higher Education"; (6) "Informal Education"; (7) "Education Research and International Exchange"; and (8) "The Development of Education--Facts and Figures." (BT)

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ECONOMICS AND BUDGETING ADMINISTRATION

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STATE OF ISRAEL • MINISTRY OF EDUCATION, CULTURE AND SPORT
ECONOMICS AND BUDGETING ADMINISTRATION

FACTS AND FIGURES ABOUT EDUCATION IN ISRAEL

Written by: Dalia Sprinzak
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JERUSALEM 1996

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Ministry of Education, Culture and Sport

This publication presents facts and figures describing various aspects of the Israeli education system in recent years. It highlights those reforms and innovative programs which have already begun to be implemented. The success of these programs will be assessed in the years to come.

This is the 11th publication in this series (5 of them are in English). However, the present volume includes various changes, in an effort to adapt it to new needs. It now includes information on additional important fields of activity, such as legislation in the field of education, informal education, higher education and educational research in Israel. It also offers an update and expansion of existing educational subjects, such as reforms and new programs, organization of studies and schedule of hours, attendance and drop-out rates, and public expenditure on education.

In this publication we have attempted to combine textual and factual descriptions with data and graphs. We hope that these facts and figures offer a more comprehensive and clearer picture of the Israeli education system.

Ady Hershcovitsh
Deputy Director-General
Head, Economics and
Budgeting Administration

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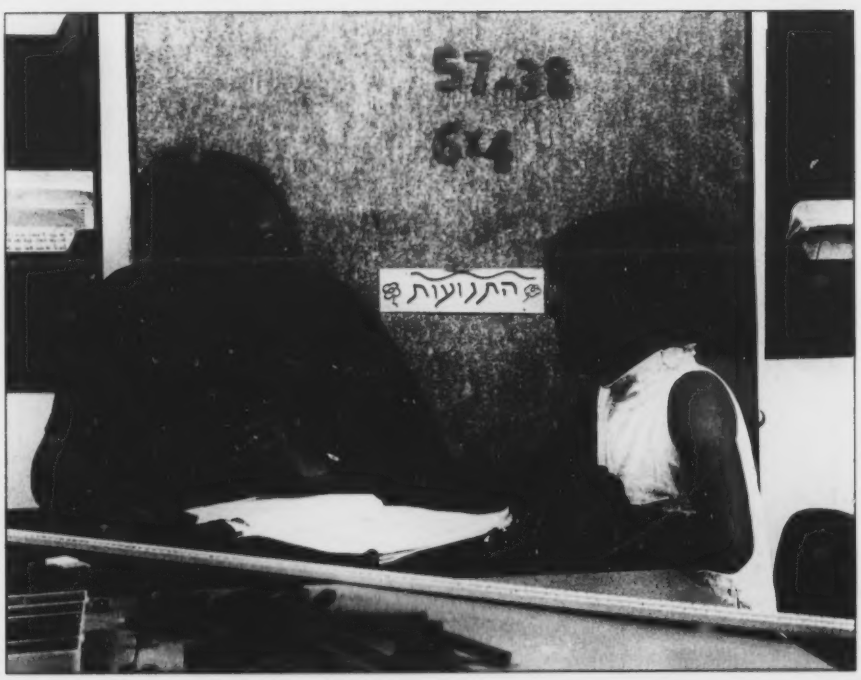
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INTRODUCTION

THE ECONOMIC, SOCIAL AND POLITICAL CONTEXTS AND THEIR EFFECTS ON THE EDUCATION SYSTEM

Israel's per capita Gross Domestic Product (GDP) and other economic indicators place it among the developed countries in the world. Although Israel is a small country with a population of above 5.5 million, it occupies a respected position in the international scene in some areas of industrial and agricultural production capacity and exports.

Even though maintenance of national security remains a heavy burden (16% of the government expenditure is in the area of defense), Israel has succeeded in absorbing large numbers of immigrants and establishing a modern economic infrastructure, in addition to providing a high level of education and public services.

Israel is characterized by a high-quality labor force, while it lacks most basic raw materials. Therefore the country's industry has focused on producing manufactured products whose development requires scientific creativity and technological innovation.

In this connection, it is also significant that "Industry and Production" were chosen by the Ministry as the 1996 "Theme of the Year" for the entire school system.

The accelerated growth of Israel's economy, with the highest growth rates in the high-tech sectors, led to wide recognition that education and training of qualified professional personnel are a major factor in the future development of the country.

Israel's commitment to education as a key national priority is reflected by a 30 percent increase in real terms in the regular budget of the Ministry of Education, Culture and Sport in 1996 compared with 1994.

Israel is home to a population from diverse ethnic, religious, cultural, and social backgrounds. Eighty-one percent of the population is Jewish (over half are

Israeli-born, mainly first and second-generation, while the rest come from some 80 countries around the world); 17 percent is Arab (mostly Muslim), and the remaining 2 percent is comprised of Druze, Circassian, and other small communities.

Over the years, the Israeli education system has successfully absorbed hundreds of thousands of immigrant school children, university students, and teachers from many different backgrounds while keeping pace with the requirements of a modern developing society.

For many centuries, Jewish tradition has placed extremely strong emphasis on education and study as lifelong obligations - a tradition that continues to this day and is reflected in the fact that almost every third person in Israel studies in a formal education framework.

The Israeli education system also includes educational institutions for Arab and Druze citizens. The structure of these institutions and the curriculum taught are analogous to those in the Jewish sector, with necessary changes to accommodate the different language and culture of these populations. All of the structural and thematic changes introduced in Hebrew education have also been implemented in Arab and Druze schools.

The Hebrew State school system consists of two trends: State and State-Religious. The State-Religious system is geared to a population that seeks greater emphasis on religion in the curriculum. The ratio of enrollment in the two trends is about 3/4 in the State system to 1/4 in the State-Religious system.

There are also "recognized" schools outside the State school system, most of which provide Orthodox Jewish religious education.

The State of Israel is a parliamentary democracy, built on the principles of liberty, justice, and peace.

The Middle East peace process and recent political developments have stimulated the education system to intensify its efforts in the areas of education for peace, international understanding and tolerance. For example, the "Theme of the Year" in Israeli schools in 1995 as chosen by the Ministry of Education was "The peace process: Israel in the Middle East".

EDUCATIONAL POLICY AND PROGRAMS | SECTION 1

THE LEGAL BASIS OF EDUCATION

The main education laws are the following:

1. COMPULSORY EDUCATION LAW, 1949

According to this law, compulsory education applies to all children between the ages of 5 (compulsory kindergarten) and 15 (grade 10) inclusive. This education is provided free of charge. In addition, the law provides for free education for adolescents aged 16 and 17, as well as for 18-year-olds who did not complete their schooling in grade 11 in accordance with the curriculum. The State is responsible for provision of free primary education under this law. Maintenance of official educational institutions, however, is the joint responsibility of the State and the local education authority. Parents have the right to choose one of the recognized educational trends for their children.

Important additions to the original version of this law include a prohibition against discrimination in acceptance, placement, and advancement of pupils as well as a prohibition against punishing pupils for actions or omissions on the part of their parents.

2. STATE EDUCATION LAW, 1953

This law provides for a six-day school week and determines the content and procedures of State education. State education is defined as education provided by the State on the basis of the curriculum approved by the Minister of Education and Culture, without attachment to a party, communal body, or other non-government organization, and is under the supervision of the Minister of Education and Culture. According to the law, State education is to be based on the values of Israel's culture, the achievements of science, love of the homeland, loyalty to the State and people of Israel, remembrance of the Holocaust and heroism, practice in agricultural work and

handicrafts, pioneer (*halutz*) training, and on building a society on the foundations of freedom, equality, tolerance, mutual assistance, and love of mankind.

The State education system consists of two trends: State and State-Religious.

This law enables the Minister of Education and Culture to approve, at the request of 75 percent of the parents, an additional institutional curriculum comprising up to 25 percent of the existing curriculum, or an additional curriculum specifically requested by the parents.

3. THE COUNCIL FOR HIGHER EDUCATION LAW, 1958

This law defines the tasks of the Council for Higher Education, which is responsible for accrediting and authorizing institutions of higher education to award degrees.

The text of this law (English version) is included in this Report (see annex).

4. SCHOOL INSPECTION LAW, 1968

This law regulates the conditions under which schools that are not part of the State education system may be opened, and contains provisions for their operation.

5. SPECIAL EDUCATION LAW, 1988

According to this law, the purpose of special education is to advance and develop the abilities and potential of handicapped children, to correct and improve their physical, mental, psychological, and behavioral performance, to convey knowledge, skills, and habits and to adapt them to behavior acceptable to society with the purpose of becoming part of it and being integrated in the world of work.

The law provides for special education for individuals between the ages of 3 and 21 whose capacity for adaptive behavior is limited and who are in need of such education, including physiotherapy, speech therapy, and occupational therapy, as well as treatment in additional areas.

Gradual implementation of this law is foreseen for a period of six years.

6. LONG SCHOOL DAY LAW, 1990

This law stipulates that the duration of the school day shall be eight hours or less, as decided by the Minister of Education and Culture in accordance with an order that shall apply to all educational institutions in Israel with regard to ages 5 to 17.
The law is to be implemented gradually over a period of six years, as of 1991.

KEY PROGRAMS AND INNOVATION IN THE EDUCATION SYSTEM

This part of the chapter presents the key programs and innovative programs, some of which have already begun to operate on a wide scale throughout the education system in recent years. A significant number of these programs are aimed at both Hebrew and Arab education. The chapter is based on information and data from the Ministry of Education, Culture and Sport.

The following programs are presented in this chapter:

1. Promoting children and youth from weaker populations.
2. Development and academic accreditation of colleges.
3. Promoting and improving education in the Arab and Druze sectors.
4. Immigrant pupils' and teachers' absorption in the education system.
5. Implementation of the Special Education Law.
6. Changes in the matriculation exams: implementing the Ben-Peretz Commission report.
7. Promoting science and technology studies: implementing the "Tomorrow 98" Program.
8. Teaching civics: adopting the Kremnitzer Report; education for democracy, tolerance and peace.
9. Promoting Jewish studies in Hebrew State schools: implementing the Shenhar Commission report.
10. The language policy of the Ministry.
11. School-based in-service training on a voluntary basis.
12. Life skills and prevention programs.
13. Implementation of the program "Derekh Eretz - Living in a World of Mutual Respect."
14. Restructuring school buildings - a challenge to educational innovation.

I. PROMOTING CHILDREN AND YOUTH FROM WEAKER POPULATIONS

A. INTERVENTION PROGRAMS

Emphasis is placed on assisting and nurturing two groups in particular:

Pupils with a chance - Grade 12 pupils completing twelve years of study without a matriculation certificate - including those who lack some of their exams but who have a chance of completing the matriculation certificate.

Pupils at risk - Such as: pupils in the process of dropping out, dropouts, and new immigrant youth at risk. Most of these activities are implemented in both the Hebrew and the Arab education sectors.

1. PUPILS WITH A CHANCE

Work with "Pupils with a chance" is intended to produce the following results:

- Locating pupils with a chance of completing matriculation certificates.
- Operating special programs for the completion of matriculation certificates.
- Increasing the proportion of matriculation certificate holders.

The following programs are aimed at increasing the proportion of matriculation certificate holders:

- **"Mabar" - move on to matriculation classes**
  This is a program designed to promote pupils from a partial matriculation to a full matriculation track. Pupils in upper-secondary schools study in special homeroom classes to enable them to complete the matriculation examinations successfully and receive their certificates. In 1996 approximately 10,000 pupils studied in this framework.

- **Matriculation completion program ("Tahal") — A Second Chance**
  This program is intended for pupils who attended the 12th grade in a matriculation track but are missing between one and three subjects to complete their matriculation certificate. The pupils are given intensive courses in those subjects (following the completion of Grade 12). Pupils who participate in this program receive a deferment of army service, and their military service may be reduced by two months. In 1996 approximately 2,530 pupils took advantage of this program.

- **Pre-academic preparatory programs**
  This track provides a second chance for demobilized soldiers to complete their matriculation certificates and helps their chances of being accepted by higher education institutions. In 1996 approximately 10,000 pupils studied in pre-academic programs, as well as other programs enabling students over eighteen to complete their matriculation certificates.

- **The "Michael" Project** – (Hebrew acronym for "utilizing personal skills for excellence")
  This project is aimed at pupils in Grades 10-11 from development towns and disadvantaged neighborhoods who are studying for their matriculation exams. In 1996 approximately 6,000 pupils participated in this program.

2. CHILDREN AND YOUTH AT RISK

Work with children and youth at risk is designed to achieve the following results:

- Locating groups at risk, such as pupils in the process of dropping out, new immigrant youth at risk, and dropouts.
- Operating supportive programs for groups at risk.
- Increasing the ability of primary and secondary schools to cope with problems that may cause dropping out through Grade 12, and reintegration of dropouts.

Activities for children and youth at risk include:

- Operating dropping out prevention programs in schools, for example: "Increasing the Power of Persistence in the Secondary Schools," an experimental program of preventive intervention and assistance (implemented in twenty schools in 1996); "Mena" Program - Hebrew acronym for Program to Prevent Dropping Out Now (operating in 90 schools).
- Truant officers working with dropouts.
  In 1996, these programs reached approximately 11,000 dropouts.
- Reintegration of dropouts in the schools.
- Operation of after-school "Childrens Home" programs providing a "second home" for children and youth, who attend from the end of the school day until the evening. The program operates outside the school framework. In 1996, approximately 500 of these programs were in operation, serving about 8,000 children.
  Day-care centers under the responsibility of the school principal in cooperation with the truant officer. Their goal is to provide assistance for school children within the school framework, after school hours (up to four hours after the end of class).

In addition to steps taken by the Ministry of Education, Culture and Sport to prevent dropping out and reduce the scope of this problem, a new program of differential benefits was introduced in the secondary comprehensive schools in

1995. Schools which are successful in preventing dropping out and in increasing the number of pupils taking matriculation exams (and of pupils entitled to the matriculation certificate), receive special financial benefits. In 1995 this program was introduced in 70 schools, and in 1996 24 schools received Certificates of Excellence and direct financial benefits for the school and the teaching staff. The Ministry intends to expand the number of schools included in this differential benefits program.

B. INTEGRATING SPECIAL NEEDS PUPILS INTO THE REGULAR EDUCATIONAL FRAMEWORK ("BETZAVTA" PROGRAM)

1. RATIONALE

Special education frameworks are designed to help those populations that cannot integrate into the regular education system. These include children with mental disabilities, children who are emotionally disturbed, handicapped children, and children with severe learning disabilities. The number of such children is lower than the number of children actually learning in special education frameworks.

In essence, children whose disabilities are relatively mild are also referred to special education frameworks. These children can learn in the regular education system under certain conditions: if they are treated with tolerance, if others are aware of their particular type of problem, and if the school system can develop special programs for them within the regular classroom framework. Today, many examples of the successful application of these principles already exist. At the same time, there is awareness of the fact that many pupils do not receive appropriate treatment, because the school lacks the knowledge and the ability to develop special programs for them.

In order to help schools implement programs for special needs pupils and to integrate those pupils as fully as possible into the regular school framework, the education system is preparing to introduce a program to assist with the special needs of pupils within the regular school framework (primary and lower secondary) — the "Betzavta" program. In 1995 the program operated in 180 schools, and in 1996 the number of schools reaches 280.

2. OBJECTIVES

The objectives of the program are:

a. To back teachers as they cope with various exceptional problems in their classrooms, and to provide them with the tools to deal with these children on a professional basis, while allocating resources, support, and mediation.
b. To inculcate among pupils an attitude of tolerance towards the different and the exceptional in general, and towards fellow pupils with difficulties in particular.
c. To reduce the number of pupils being referred to special education frameworks in cases where, with proper treatment, they can be integrated into regular education.

3. IMPLEMENTATION

The following steps were taken for implementation of this program:

a. Training educators to work with special needs pupils within the regular classroom. In 1995, 180 teachers were trained through an intensive 56-hour program. In 1996 approximately 280 teachers are participating in this in-service program, as well as via the "Ofek" satellite communications system for distance learning. The program includes a network of regional and national guidance.
b. Each teacher was given didactic diagnostic tools. Each educator involved in the program received a kit entitled "This Child Is Mine." This kit includes updated training, diagnostic, and didactic materials. In addition, Educational Television has produced training videos, whose main focus is the various stages of educational encounters between a teacher and pupils who have reading and writing difficulties. These cassettes will be sent to every teacher involved in the program.
c. Differential curricula are being adapted to meet the needs of these pupils.

C. THE "30 COMMUNITIES PROJECT"

This project is designed to assist communities in improving their educational level, in cooperation with all bodies involved in the local educational administration. The objective is to formulate educational policies, administrative norms, organizational patterns, modes of operation, and methods of evaluation in order to insure that, following the intervention, the local education system will continue to function and develop independently. The project was initiated in 1994.

1. METHOD OF OPERATION

In the communities selected, the education system is offered a chance for a cooperative relationship with an outside organization which can assist the local authority in coping with its education system. In certain cases, the intervening agent is a unit of the Ministry of Education itself, and in other cases, is an external body. The intervening agent is required to operate in a holistic manner.

Holistic intervention implies:

a. A comprehensive approach to the entire local education system.
b. Addressing the entire system and all its institutions, from kindergarten through Grade 12.
c. Focusing work on several key problems which may be found in most of the institutions.

   Partnership with the intervening agent continues for at least three years. During this period, the intervening agent helps to raise educational achievements of the pupils by overcoming major problems and by developing a local mechanism that can replace the intervening agent when the time comes.

2. OBJECTIVES

Specific objectives are set for each locality according to its characteristics. However, there are a number of key objectives that are shared by all localities:

a. To improve the measurable achievements of pupils by objective tests implemented in the system; for example, increasing the number of pupils who receive matriculation certificates.
b. Weakening the link between learning achievements and socio-economic origin of the pupils.
c. Eliminating mechanisms that "produce" weak populations within the education system.
d. Reducing the number of dropouts in the community.
e. Helping the local education system develop new educational initiatives.
f. Developing local educational leadership and inculcating a system-wide approach among community leaders.

g. Improving teaching personnel performance.
h. Improving the image of the education system as perceived by the local population.

3. IMPLEMENTATION

In 1994 the localities selected the intervening agents. In 1995 the key problems of the education system in each locality were identified and an overall strategy was formulated, which then received the backing and approval of the local steering committee.

In 1996 that strategy is being implemented intensively (with the assistance of the intervening bodies) in thirty-two localities. The project also includes external evaluation (beginning in 1995).

2. DEVELOPMENT AND ACADEMIC ACCREDITATION OF COLLEGES

INTRODUCTION

Based on a decision by the Government of Israel and the Council for Higher Education, the Ministry of Education, Culture and Sport is in the midst of a process of expanding the proportion of higher education. The natural population growth, an increase in the number of matriculation certificate holders, and an increased demand for bachelors' degrees have all made it necessary to make suitable arrangements to increase the proportion of higher education.

We can define the objectives for developing colleges (accreditation process) of three types: regional colleges, technological colleges, and teacher-training colleges. The main objectives are: to take up the bulk of the increase in applicants; to ascertain and ensure that the quality of the academic degree of any student completing studies at a college will not be less than the quality and academic level of a comparable degree from any Israeli university.

The key principles of the policy for developing the colleges are:

- By the end of the decade, most students who are interested in a bachelor's degree will be enrolled in the college system.
- Bachelor's degrees awarded by the colleges - as authorized by the Council for Higher Education - shall be equivalent to a bachelor's degree awarded by the universities. College courses will be accredited to continue studies towards the same degree at a university and/or to study for advanced degrees. This equivalency does not preclude the university's authority to require supplementary studies, as is often the case when transferring from one university to another, or between departments at the same university.

- Developing a variety of study tracks at the colleges aimed at:
  a. establishing tracks of study for higher education that are in great demand;
  b. establishing tracks of study in those professions that require advanced education;
  c. responding to the demand for academic studies which are not necessarily research oriented.

In 1996 approximately 28,000 students were attending various types of colleges (according to data from the Central Bureau of Statistics (CBS) and the Council for Higher Education). According to forecasts of the Council for Higher Education, the number of students will reach approximately 36,500 by the year 2000.

A. REGIONAL COLLEGES

There were twelve regional colleges in operation in 1996. These colleges (within the range of their activities) conduct studies towards an academic degree, which are approved and recognized by the Council for Higher Education. Four colleges have independent tracks and their graduates receive, upon graduation, a first academic degree awarded by the college. Other colleges offer full academic courses under the responsibility of a university. In 1996 approximately 7,000 students attended the academic divisions of these colleges.

In addition to the accelerated development of the academic division, the college fulfills additional, important roles. The unique aspect of the college is that it embodies a community atmosphere, either local or regional, which is integrated into the natural environment and enables students to study at home or close to home; recently, it has even attracted students from the urban central area. The college is intended for youths, young adults, and mature adults. It is a multi-faceted institution offering a wide range of disciplines, levels, and degrees to people of various ages. The college also serves local formal and informal frameworks of primary and secondary education in the area, by arranging special schemes adapted for gifted youngsters and through guided use of academic-level laboratories and libraries.

B. ACCREDITATION OF TEACHERS' TRAINING COLLEGES

The process of academic accreditation of teachers' colleges began as a consequence of the Etzioni Commission report on the status of teachers in 1979. At that time, the David Yellin Teachers College was the first institution to receive academic recognition by the Council of Higher Education, and was authorized to grant B.Ed. degrees in 1980.

In 1996 there are fifteen recognized or licensed academic colleges - in comparison with eight in 1993.

The goal is to complete the accreditation process in the remaining teachers' training colleges (with the exception of the orthodox religious institutions) by the end of 1998 (for a total of twenty-two colleges).

The number of graduates receiving B.Ed. degrees at teachers' training colleges is increasing from year to year, as can be seen below:

1980	-	75 graduates
1983	-	127 graduates
1987	-	311 graduates
1990	-	655 graduates
1993	-	1,026 graduates
1994	-	1,409 graduates

In 1996 the number of fourth year students is:

Regular students	-	about 3,000
Continuing students - actual teachers	-	about 6,800

Based on a decision by the Ministry of Education, a format of four years of consecutive study was introduced in all training programs at the teachers' training colleges.

This four-year course of study was conducted in 1996 for training programs for lower and upper secondary school teachers, and will gradually be introduced into other training programs. By 1999 the transfer of all training programs into a mandatory four-year program will be completed.

Moreover, it was decided to add a year of professional specialization as part of the compulsory training program. This specialization, in the form of a half-time position, will be conducted during the fourth year of studies. In 1996 this was launched on an experimental basis in three academic colleges and in 1997 will be expanded to seven academic colleges.

3. PROMOTING AND IMPROVING EDUCATION IN THE ARAB AND DRUZE SECTORS

In 1991 the Ministry of Education decided on a five-year program to promote education in the Arab and Druze sectors.

The objective of this five-year plan, which has been updated over the years, was to bring the educational institutions in these sectors to a position where they could operate properly, by bringing them up to educational and budgetary standards equal to those of the Jewish education sector.

Programs were prepared which reflected the various activities of the education system:

- construction of classrooms;
- adding classroom hours;
- teacher training and in-service teacher training;
- pedagogic assistance for teachers — teacher-trainers and pedagogic centers;
- developing curricula and textbooks, and producing programs for educational television;
- promoting science and technology education;
- nurturing gifted pupils;
- expanding the truant officers scheme and the psychological counselling and guidance services;
- expanding activities to prevent dropping out;
- significant expansion of special education;
- expanding informal education;
- increasing budgets for culture and sports.

These programs were implemented gradually, beginning in the 1991-92 school year.

In recent years the activities were increased and the resources were raised significantly.

The Arab and Druze education sectors already have started a process for reducing pupil dropout rates and for increasing the number of matriculation certificate holders.

Investing resources in different educational activities is aimed at increasing these processes and closing the achievements gaps between the Arab and Druze sectors and the Jewish sector.

4. IMMIGRANT PUPILS' AND TEACHERS' ABSORPTION IN THE EDUCATION SYSTEM

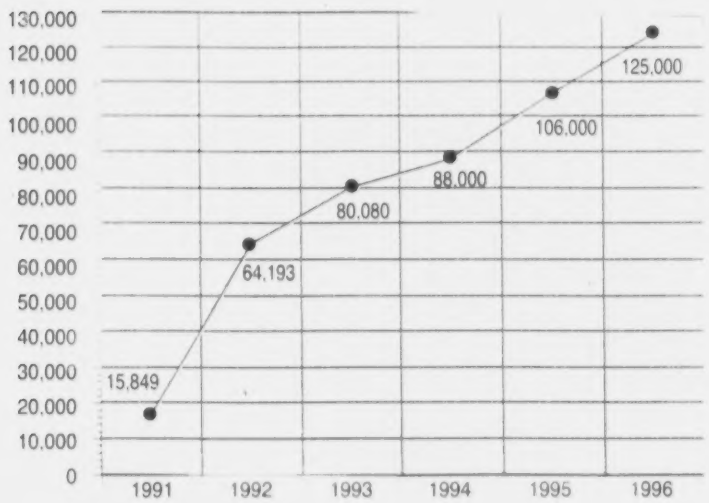
The main tasks facing the education system in absorbing immigrants are:

a. Full social and cultural absorption enabling the immigrants to function within an open, pluralistic, and democratic society while becoming acquainted with Jewish and Israeli culture.
b. Educational absorption with an emphasis on the study of the Hebrew language.
c. Acquainting immigrants with Jewish-Zionist culture and the Land of Israel.

The immigrant population served by the Ministry of Education, Culture and Sport is varied, and includes pupils, adults, teachers, artists, and sports people.

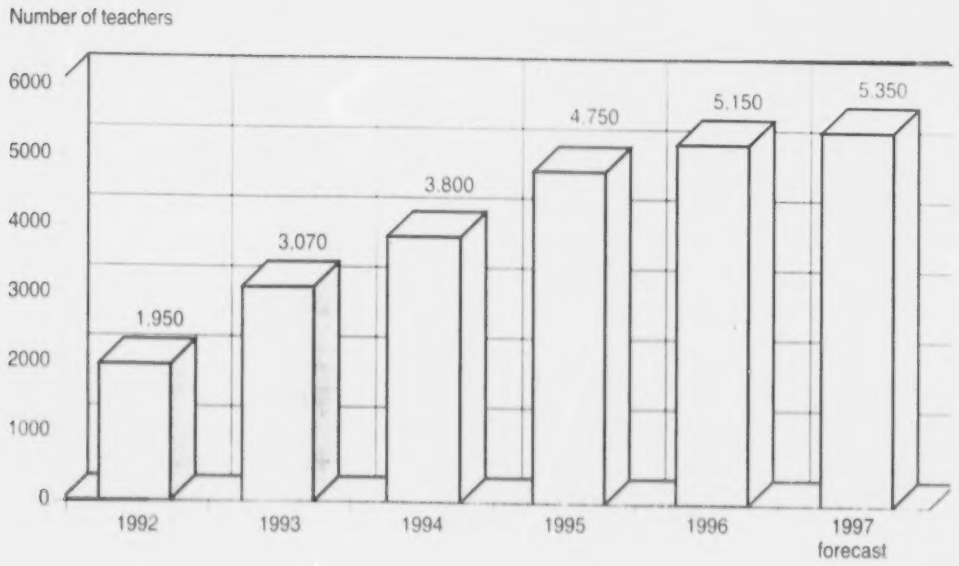
ABSORPTION OF IMMIGRANT PUPILS
(CUMULATIVE FIGURES*)

Source: Ministry of Education, Culture and Sport



* *These figures are updated through the beginning of May 1996.*

ABSORPTION OF NEW IMMIGRANT TEACHERS



There has been steady growth in the number of new immigrant teachers in the education system.

5. IMPLEMENTATION OF THE SPECIAL EDUCATION LAW

One of the important objectives of the Ministry of Education, Culture and Sport in recent years has been to complete the implementation of the Special Education Law (see p. 11). To accomplish this, the Ministry has taken the following steps:

a. A master plan was prepared for the implementation of the Special Education Law.
b. A new policy was defined for placing pupils in special education frameworks.
c. Resources allocated for special education were increased, in all frameworks.
d. Physical development (construction) of special education facilities was accelerated.
e. Emphasis was placed on integrating special needs pupils into the regular classrooms.

1. ACTIVITIES FOR PROMOTING SPECIAL EDUCATION IN RECENT YEARS

- In recent years there has been an increase in the resources allocated to special education. The budget in 1996 stands at NIS* 1.2 billion;
- In applying the law in 1996, the continued coverage of 3-4 year-olds and 19-21 year-olds is extended. About 15,000 study hours were allocated for operating classes during the summer vacation and holiday vacations, as well as to extend the school day for pupils with serious disabilities.
- In 1996, special emphasis was placed on action plans aimed at reducing the number of pupils referred to placement committees for treatment of special needs children within regular educational frameworks.

* *NIS: New Israeli Shekels. The present exchange rate (July 1996) is approximately NIS 3.20 per US$1.*

2. IMPLEMENTATION OF THE SPECIAL EDUCATION LAW

In the master plan for implementation of the Special Education Law, four main baskets of services were defined, aimed at the law's target populations.

Name of basket	Population eligible for these services	Allocation basis
Basic basket (teaching hours, assistants, transportation, etc.)	Pupils aged 3-21 who have been placed in special education frameworks	Class
Extended school day	Pupils with severe disabilities who have been placed in special education frameworks.	Class
Basket of studies during vacations	Pupils with severe disabilities who have been placed in special education frameworks.	Class
Special Education Services Basket*	Pupils placed in special education frameworks.	Pupil
Integrated basket	Pupils with special needs who have been placed/who are learning in regular educational frameworks.	Pupil

Allocation of each of these baskets of services is differential, based on the pupil's main disability, its seriousness, and the pupil's age.

In 1996 there are approximately 37,000 pupils aged 3-21 learning in special education frameworks. In addition, about 40,000 special needs pupils are learning in regular educational frameworks and receiving assistance from special education resources in order to help them continue to integrate within the regular classroom and to prevent them from being referred to special education frameworks.

It should be noted that the number of pupils in special education frameworks as a proportion of the general pupil population has been decreasing over the last 10 years.

* *Para-medical treatments, treatment through art, psychological services, etc.*

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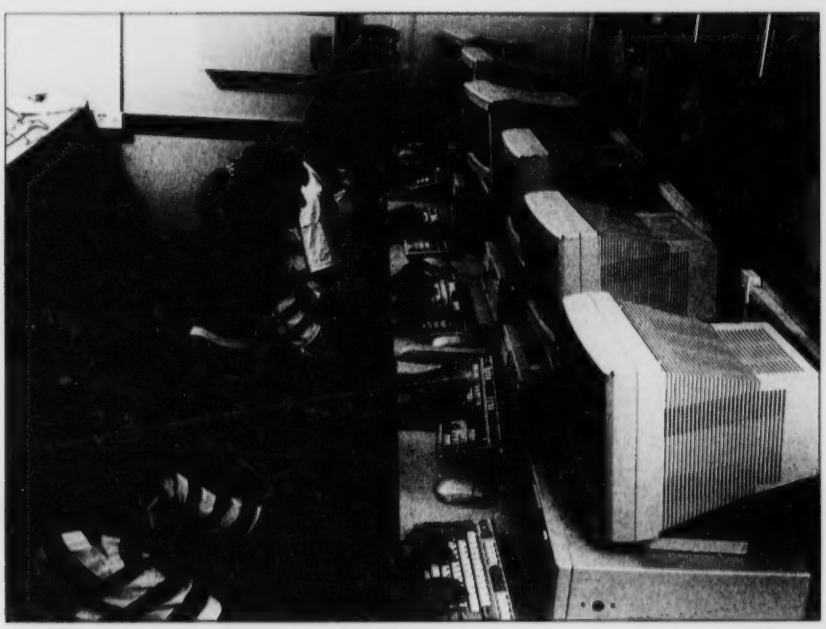
6. CHANGES IN THE MATRICULATION EXAMS: IMPLEMENTING THE BEN-PERETZ COMMISSION REPORT

The public commission assigned to examine the format of the matriculation examinations, headed by Prof. M. Ben-Peretz, presented its recommendations to the Minister of Education, Culture and Sport in 1994. The Minister adopted the commission's recommendations.

The main points of those recommendations are:

a. Changing the format of the examinations.
b. Gradual transfer to the schools of the task of evaluating the matriculation achievements concerning six out of the nine exams.

In 1995, in the interim phase, a school evaluation method was introduced for three subjects. The subjects are selected at random, subjects that do not require an examination. The Ministry is preparing to implement the commission's recommendations, and experimental implementation of the recommendations has begun in a sample of twenty-two schools.



7. PROMOTING SCIENCE AND TECHNOLOGY STUDIES: IMPLEMENTING THE "TOMORROW 98" PROGRAM

In 1990, the Minister of Education and Culture appointed a commission whose task was to submit recommendations concerning the improvement of science and technology education offered to children and youth in Israel.

Following the presentation of the commission's report by its chairman, Prof. Haim Harari, President of the Weizmann Institute of Science, in 1992, and its formal adoption, the Ministry has made the necessary arrangements to implement the proposed "Tomorrow 98" program over a five-year period (1994-1998).

Key principles in the implementation of the program include:

1. THE TEACHER AS THE FOCUS OF IMPLEMENTATION

Implementation of "Tomorrow 98" emphasizes the teacher's professional advancement through extensive training and in-service training activities:

- Training professional math teachers for primary schools - in 1996 approximately 2,100 teachers attended these activities.
- Training reference persons for computer laboratories - in 1996 about 700 teachers were trained in computer science.
- Training science and technology teachers for lower secondary schools and improving training for science teachers in upper secondary schools - in 1996 approximately 2,300 teachers were trained in science subjects.

2. THE PUPIL AS THE FOCUS OF TEACHING AND STUDY

The goals of "Tomorrow 98" with regard to the pupil are to enhance understanding, motivation, and pleasure.

The primary means to be used in achieving these goals are: the development of new programs integrating science and technology and the use of pupil-centered teaching approaches - increasing the use of computers in teaching and extending individual learning. In 1996 preparations for the "Science in a Technological Society" program are almost completed, and development and experimentation of three other programs continue: Science and Technology in the Lower Secondary Schools, Mathematics Instruction by Computer, and Science and Technology for All.

3. ESTABLISHING AND EQUIPPING COMPUTER AND SCIENCE LABORATORIES

Introduction of computers for teaching and learning at all educational levels. The anticipated result is that the number of pupils per computer upon completion of the project should be 10:1 (one computer station for every ten pupils) in primary, lower secondary, and upper secondary schools.

In 1995 another 16,000 computer stations were added, and beginning in 1996 8,500 computer stations will be added each year.

The program includes the establishment and operation of science laboratories with a view towards maintaining continuous contact between general studies and experimental activity, and integrating scientific and technological aspects in teaching. The anticipated goal is that by completion of the project, every pupil will benefit from 2-6 hours of laboratory activities each week.

4. SCHOOLS AS FULL PARTNERS IN THE IMPLEMENTATION PROCESSES

As clients, schools are partners in decision-making and implementation processes.

5. "QUALITY CONTROL"

In the field of education, "quality control" is difficult to realize, both in terms of the quality of the teaching by teachers, and in terms of the quality of learning by pupils. Efforts are now underway to improve the methods of assessing both studies and teaching.

8. TEACHING CIVICS: ADOPTING THE KREMNITZER REPORT;EDUCATION FOR DEMOCRACY, TOLERANCE AND PEACE

TEACHING CIVICS: ADOPTING THE KREMNITZER REPORT

The Ministry of Education adopted an interim report issued by a steering committee, headed by Prof. M. Kremnitzer, under the title "To Be Citizens - Civics Education for All Israeli Children."

The steering committee was appointed at the beginning of 1995. The report was completed in the beginning of 1996 and adopted by the Ministry of Education.

The objective of the committee was to introduce a comprehensive reform in the teaching of civics in schools. There is special significance in the fact that there will be a uniform civics curriculum for all sectors - State schools, State-Religious schools, Hebrew education, and Arab education.

The interim report attempts to provide answers to the following four questions:

1. What are the civic values and skills that pupils should develop during their schooling?
2. What are the values and skills that can be inculcated at each stage of education?
3. What are the primary means through which schools can inculcate these values and skills at each stage of learning, and how can such a program be integrated into the civics studies in the upper secondary schools?
4. What are the organizational frameworks through which it would be possible to promote this program in all schools throughout the country, and what methods of evaluation and follow-up should be employed?

THE INTERIM REPORT'S MAIN POINTS

- A worthwhile civics education is designed to enable meaningful self-realization of citizens in social and political realms. The strength and quality of a democratic society are a measure of the citizens' commitment to the democratic ideal, and a measure of their ability and readiness to take an active and responsible civic role. Teaching civics is a central national task.
- Measures should be taken to ensure that all Israeli pupils from all sectors are exposed to civics education during a continuous educational process through all their years of study. This educational effort should be coordinated and integrated with other influential factors - parents, the media, youth movements, and community centers.

- Teaching civics will include theoretical studies as well as inculcation of civic values, the most important of which are the commitment to a democratic way of life and a readiness to protect that way of life, and learning skills and abilities necessary for active citizenship.
- Teaching citizenship will be based on the values of the State of Israel as a Jewish and democratic state: the sanctity of life, human dignity and human rights, basic freedoms, equality, democratic values, the rule of law, tolerance and fairness in interpersonal and international relationships.
- In addition to civics being studied as a subject in the classroom, civics education will be incorporated into every aspect of the curriculum and of school life.

MAIN OPERATIVE RECOMMENDATIONS

- The amount of time alloted to civics education and study in the schools in all sectors of the education system should be increased significantly.
  In primary schools, starting in Grade 3, at least one hour per week will be devoted to civics;
  In lower secondary schools, the hours will be increased from 1 hour per week to 3 hours per week, in addition to lessons by the homeroom teacher;
  In upper secondary schools obligatory study of civics will be expanded to all schools, including technological schools and classes that do not take the matriculation exam in civics, and the hours will be increased from 3 hours per week to 4 hours per week. This will be in addition to lessons by the homeroom teacher, part of which must be devoted to topics related to civics.
- Evaluation on the matriculation certificate will be for 2 credits, two-thirds of which will be based on the matriculation exam and one-third to be based on evaluation of a pupil's individual project in civics.
- Training for all teachers will be suited to the task of promoting active citizenship, with special emphasis for civics teachers and homeroom teachers.
- Extensive in-service training for civics teachers, primarily in the lower secondary school level, will be conducted.
- A senior level steering committee, headed by the Director-General of the Ministry of Education, Culture and Sport, will oversee the implementation of the report. School principals, social education coordinators, and civics teachers will be the main partners in bringing about these changes.

EDUCATION FOR DEMOCRACY, TOLERANCE AND PEACE

In recent years, Israel has invested considerable effort in promoting education for democracy, tolerance, international understanding and peace.

These efforts are reflected in publications, broadcasts on educational television, education activities with pupils and youth, in-service training courses for teachers, and in both the formal and informal curricula.
Activities focused on these subjects take place from kindergarten through post-secondary teacher training institutions.
Israel's education system is addressing the subject from seven different angles:

1. Education for tolerance, pluralism, civil and human rights, and familiarity with democratic principles.
2. Education for life in a multi-cultural society and for Jewish-Arab coexistence.
3. Education for democracy for new immigrants from countries lacking a democratic political tradition.
4. Training teachers and pupils to deal with various controversial political questions in the classroom as a means of promoting tolerance and social awareness.
5. Offering close acquaintance with the principles and institutions of Israeli democracy.
6. Education for peace and international understanding.
7. Promoting democratization in the education system and in schools.

These activities are organized by various departments of the Ministry of Education, Culture and Sport in conjunction with its Unit for Democracy and Co-existence. Certain programs are conducted with the cooperation of pertinent non-governmental bodies.

EDUCATIONAL PROGRAMS FOR DEMOCRACY, TOLERANCE, AND PEACE

Subject	Nature of activity	Number of pupils participating		
		1994	1995	1996
Education for a democratic life-style, coexistence and peace, tolerance and life in a multi-cultural society	Workshops and teacher in-service training involving voluntary organizations	210,000	The entire education system*	300,000
The Knesset (Parliament)	Workshops at the Knesset Pupil Guidance Center	10,000	15,000	15,000
The Judicial System	Workshops at the Supreme Court Pupil Guidance Center	3,000	15,000	15,000
"The Young Legislator"- pupil involvement in the legislative process	Lessons for pupils	5,000	5,000	5,000
Promoting the democratization of the school	Workshops and study days	5,000	5,000	5,000

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* *The Theme of the Year in 1995: "The Peace Process: Israel in the Middle East".*

FOSTERING THE SUBJECT OF RIGHTS AND OBLIGATIONS IN THE SCHOOL

1. THE "INVOLVEMENT, PARTNERSHIP AND RESPONSIBILITY" CHARTER

A charter of rights and obligations in the school was jointly formulated by both pupils and educators*.

The goals of the charter are:

a. To create mutual respect among all those in the school community.
b. To define areas of involvement, partnership, and responsibility of pupils in the decision-making process in school, as well as in the enforcement of decisions.
c. To inform the school population of the rights and obligations of the individual and to develop appropriate frameworks for fulfilling these rights and obligations.
d. To establish that the pupils in the school are entitled to establish representative bodies such as pupil councils, collective class councils, and committees.
e. To foster joint channels of communication and action for all those involved in the activities of the school.

2. EXPANDING THE "HOT LINE" FOR PUPILS' COMPLAINTS

The Hot Line deals with complaints from pupils about injustice and discrimination in the education system. The Hot Line also convenes meetings and workshops for education workers with the aim of increasing awareness of the rights and obligations of all those in the school. These workshops include discussion of various incidents referred to the Hot Line.

* *In 1996, the charter is being implemented on an experimental basis in 71 schools. It also serves as the basis for courses for principals and senior education workers on the subject of rights and obligations in the school.*

9. PROMOTING JEWISH STUDIES IN HEBREW STATE SCHOOLS - IMPLEMENTING THE SHENHAR COMMISSION REPORT

In 1991, the Minister of Education and Culture appointed a commission, headed by Prof. Aliza Shenhar, Rector of Haifa University, whose task was to submit recommendations concerning the promotion of Jewish studies in Hebrew State schools.

In 1994, the Shenhar Commission presented its recommendations to the Minister who adopted the conclusions of the report, presented in a document entitled "People and World - Jewish Culture in a Changing World."

In order to implement the recommendations, a superior steering committee was established, headed by the Director-General. A small implementation committee operates alongside the steering committee, as well as an executive HQ charged with translating the recommendations into action.

In June 1995, an operational program for implementing the Shenhar Report in different departments of the Ministry was submitted to the superior steering committee, which approved it.

1. CURRICULUM AND STUDY MATERIALS

- Updating existing curricula and study materials (on the subject of the Jewish festivals), and adapting them to comply with the conclusions of the Shenhar Commission.
- Writing new study materials on Jewish themes with a relevant, critical, and inter-disciplinary approach.
- Establishing curriculum design centers for Jewish studies and humanistic curricula in the universities and teacher training colleges.

2. STRUCTURING STUDIES (STUDY HOURS)

Formulating proposals for the realization of Jewish studies hours as set. The addition of hours has already been partially implemented in 1996, and will be fully implemented in 1997.

3. TRAINING AND IN-SERVICE TRAINING

- A national in-service training center for Jewish studies teachers has been established at Beit Yatziv in Beersheva. The center began activities in December, 1994. In 1995, 38 cycles of in-service training were held for approximately 1,300 participants.
- A number of programs have been offered providing in-service training for Jewish studies specialist teachers and teachers' instructors in all age groups.
- In 1996, specialization tracks in Jewish studies were opened in the teacher training colleges, with a scope of 24 weekly hours over four years.
- In 1996, a vocational retraining course in Jewish studies was opened for academics. Students in this track receive a stipend of NIS 7,000 per year.

4. MODEL INSTITUTIONS

In 1996, the model institutions are preparing to introduce special programs in Jewish studies. The model institutions will begin regular operations in 1997.

5. PRE-PRIMARY EDUCATION

The conclusions of the Shenhar Commission did not relate to pre-primary education. The report recommended that a special expert committee be established to examine this area. The Pre-primary Education Division has established a special fact-finding committee, whose conclusions will be submitted to the superior steering committee.

6. INFORMAL EDUCATION

Following the report of the Shenhar Commission, a booklet has been prepared, which offers suggestions for homeroom teacher hours. The recommended activities are intended to provide an encounter for pupils with the range of attitudes within Israeli culture, and to encourage them to establish their own position on these issues.

7. COOPERATION WITH EXTERNAL AGENCIES

Various educational agencies have expressed an interest in becoming involved in the implementation of the Shenhar Commission's report. The implementation HQ examined each request according to clearly-defined criteria, and procedures have been set for implementing and monitoring work. In 1996, approximately 20 organizations participated in the implementation of the report on behalf of the Ministry of Education, Culture and Sport.

10. THE LANGUAGE POLICY OF THE MINISTRY

GOAL

To encourage language study (mother tongue and foreign languages).

ACTIVITIES

- Increasing the number of compulsory years of study of Arabic* for Hebrew speakers to Grade 10.**
- Encouraging study of the Russian language and other immigrant languages, including among native Hebrew speakers.
- Encouraging schools to specialize in language studies.

IMPLEMENTATION

Implementation of the program will begin in 1997.

* *In some cases, Arabic studies can be replaced by French studies.*

** *Arabic is currently studied from Grade 7 through Grade 9. Studies are about to become compulsory.*

II. SCHOOL-BASED IN-SERVICE TRAINING ON A VOLUNTARY BASIS

School-based in-service training comprises 56 or 112 study hours, on a voluntary basis.

1. GOALS

- Improving the professional status of teachers.
- Enhancing professional knowledge.
- Improving teaching methods.
- Increasing the ability to cope with educational subjects.
- Fostering an autonomous teaching staff.

2. MAIN TOPICS

- Formulating teaching methods and planning studies.
- Computer applications in teaching.
- School staff development.
- The Theme of the Year.
- Topics in education and psychology.
- General enrichment.
- Inter-personal communication.

3. IMPLEMENTATION

The following resources are available to schools:

- Budget for lecturer hours.
- Petty cash for purchase of study materials.
- Administrative and organizational support and guidance in all logistical aspects of the training courses.

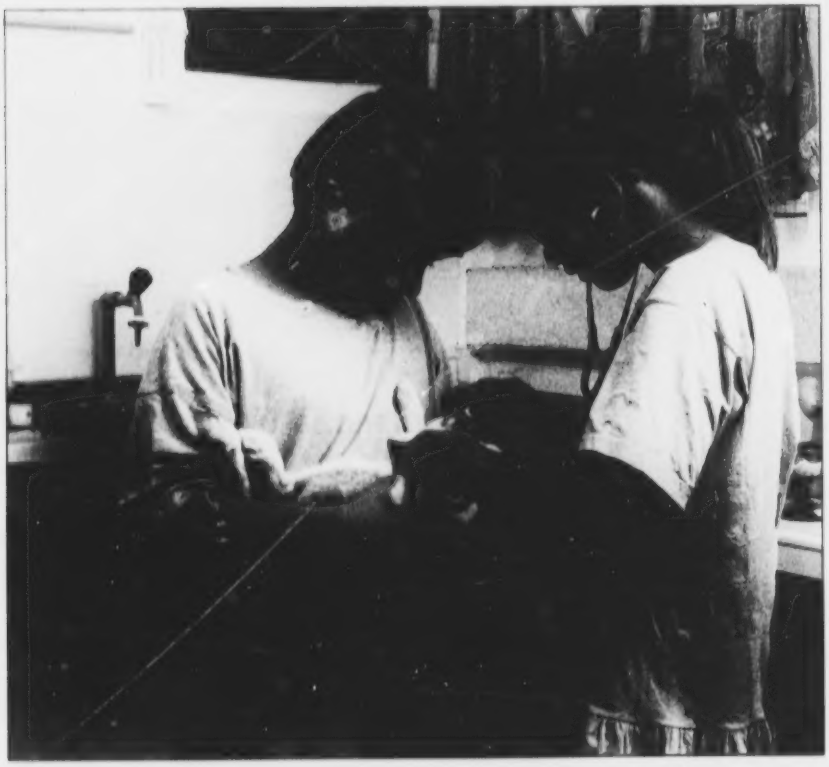
4. SCOPE OF IN-SERVICE TRAINING

In 1994 school-based in-service training was on a compulsory basis, and 3,063 teams participated. In 1995 this type of training was provided on a voluntary basis, and 2,430 teams participated in this activity - a total of approximately 72,300 education workers. Almost 10,000 additional informal workers participated in these programs in 1995. In 1996, the training programs comprise approximately 3,500 teams representing some 78,000 education workers, and 13,000 additional informal education workers.

12. LIFE SKILLS AND PREVENTION PROGRAMS

EDUCATIONAL ACTIVITIES

Subject	Activities	Scope of activities in 1996
Life skills	A structured and systematic curriculum of inculcating appropriate skills for personal and inter-personal development, coping with changing situations, and preventing negative phenomena.	Grades 1-6 in 425 schools Lower secondary school classes in 143 schools
Drug and alcohol abuse prevention	Educational programs aimed at preventing drug abuse, smoking, and excessive consumption of alcohol.	60 primary schools 840 secondary schools
Family life education and sex education	A developmental program adjusted to the child's growth and relating to the physiological, personal, social, and family aspects. The program includes prevention sections on unwanted pregnancy, AIDS, and prevention of STDs.	Lower secondary schools - 60% of schools Upper secondary schools - 60% of schools



Subject	Activities	Scope of activities in 1996
Training school road safety coordinators	120-hour course to train safety coordinators, whose role is to prompt the school to undertake road safety activities.	1,800 coordinators
Developing study materials	Teams prepare study materials according to the curriculum, including innovative teaching aids	5 teams preparing study materials for kindergartens and for grades 1, 3, 4, 6, 9-11
Training staff supervisors and instructors	Training teams of instructors for all districts to assist the schools	Approx. 30 instructors divided among all districts
Information, teaching and guidance	Existing programs are implemented for all pupils by traffic experts	300 women soldiers working as teachers, police officers, and lecturers; program for all students
Traffic education and theoretical studies	Courses for 11th and 12th grade pupils training young drivers, with an emphasis on the human element	1,800 11th grade classes 800 12th grade classes
Using weekly education hours	Classroom teaching by school staff according to the curriculum	1,500 weekly hours in Grade 1; 1,500 weekly hours in Grade 4; 1,500 weekly hours in Grade 6.

13. IMPLEMENTATION OF THE "DEREKH ERETZ PROGRAM – LIVING IN A WORLD OF MUTUAL RESPECT"

Derekh Eretz is a program which aims to encourage norms of positive behavior, with the goal of creating an attitude of mutual respect in schools and in other social settings. The program was initiated by the Minister of Education, Culture and Sport, under the patronage of the First Lady.

The program operates along two main lines:
The first is vis-à-vis the school, and the second - vis-à-vis the community and society. The program is accompanied by an information campaign in the media, to encourage public awareness.

Schools are a significant arena of social interaction, and thus they must confront manifestations of improper and unacceptable behavior, with the aim of creating a civilized atmosphere - an atmosphere that fosters fair play and promotes mutual respect.
Teachers are trained to establish a framework of clear rules and procedures, based on mutual respect and proper relations among pupils, with they themselves serving as role models for exemplary personal behavior.

PRINCIPLES OF THE PROGRAM:

1. A comprehensive approach, comprising all the school's cultural components, in integration with, and with support from, the frameworks of general society.
2. Schools are developing distinctive programs for improving modes of behavior, in accordance with their needs. The programs emphasize the matrix of inter-personal relations and concern for the environment.
3. The program's planning and implementation embraces teachers, parents, local officials, inspectors, children, and the community - in order to create involvement, commitment to action, and positive change.
4. "Derekh Eretz - Living in a World of Mutual Respect" is being integrated into all school instructional and educational frameworks, in formal and informal activities, as part of a way of life and not as a separate subject.
5. "Derekh Eretz" is being implemented in all schools in 1996. It is carried out by civics teachers, with the help of all the elements in the school and the community. An instructional booklet for teachers has been published on the subject.

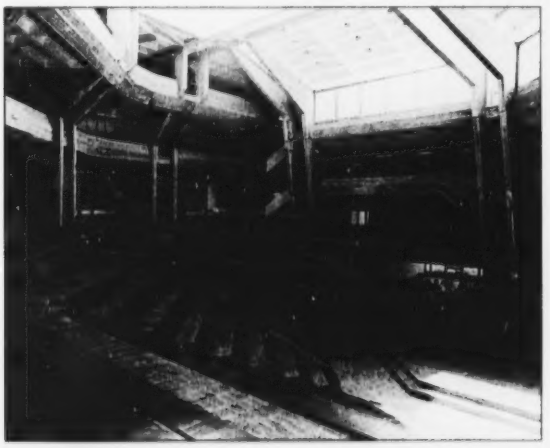
14. RESTRUCTURING SCHOOL BUILDINGS - A CHALLENGE TO EDUCATIONAL INNOVATION

Innovation processes are taking place in Israel and the world, as reflected both in the planning of new schools, and in the adaptation of existing schools to the physical changes required by new curricula and hours of instruction.

The innovation process represented by the trend of "restructuring schools" is known and recognized as a policy of encouraging schools' growth by means of internal initiatives, along the lines of the school-based management approach. Thus, the school is free to take its own initiative in formulating its credo, through which it can respond appropriately to the changes taking place in curricula, in science, in technology, and in computers.

In recent years the Ministry of Education, Culture and Sport allocated special budgets for renovating school buildings and adapting the physical structures to new teaching methods. The process, which began in 1993 with an experimental project comprising 7 schools, was broadened in 1996.

Approximately 220 primary and secondary schools have undergone a process of pedagogic and physical rehabilitation.



- Integrating changes in pedagogy and teaching methods with reorganization and renewal of the physical structure.
- Applying a comprehensive approach to school organization while taking into consideration the location of new and existing functions, in accordance with the school's pedagogic program.
- Granting priority to central functions (library, resource center, teachers' room, area for assemblies), in the framework of reorganization.
- Encouraging the school to develop new initiatives in school organization, and introducing innovative educational frameworks.
- Examining the school's needs and adapting them to educational requirements, applying a comprehensive approach, while keeping in mind future educational developments.
- Expanding the authority of the school (principal, teachers, pupils) in setting its own educational patterns and modes of instruction.
- Joint involvement of the school, the local authority, academic institutions and the school inspectors in the decision-making process regarding building renewal.

Budgetary priority was given to confrontation-line localities, to localities included in supportive intervention programs, to cities with mixed populations, and especially to the city of Jerusalem.

STRUCTURE OF THE EDUCATION SYSTEM; ADMINISTRATIVE STRUCTURE OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT

SECTION 2

STRUCTURE OF THE EDUCATION SYSTEM

The Israeli education system includes several main levels: pre-primary, primary, secondary, post-secondary, higher education, and adult education.

The pre-primary education system consists of a network of kindergartens. In 1996, the kindergarten system involved 320,000 children ranging from age 2 to 5 years, attending municipal, public, and private institutions.

Increasing concern with pre-primary education was prompted by strong interest in the developmental problems in early childhood as well as the social dilemmas faced by Israeli society. In this regard, the Ministry has assumed that education must be started as early as possible in order to ensure that all children are provided with the necessary conditions and opportunities for effective functioning and personal achievement. The goal of early childhood education is laying an educational foundation which includes the development of language and thought, learning and creative abilities, social skills and motor skills. In accordance with its policy of promoting the disadvantaged, the Ministry of Education, Culture and Sport has allocated resources toward education of 3-4 year-olds, particularly in disadvantaged settlements and neighborhoods.

In 1968, it was decided to implement a reform of the entire school system. It was recommended that the system be restructured as follows: six years of primary education (Grades 1 through 6), three years of lower secondary school (Grades 7 through 9), and three years of upper secondary school (Grades 10 through 12).

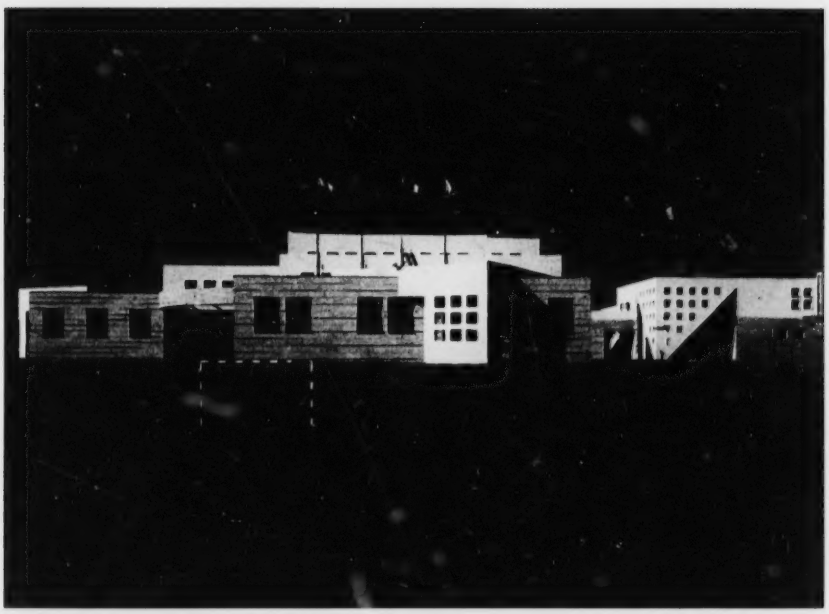
The goals of the reform were:

1. To reach a higher level of scholastic achievement.
2. To advance the social integration of various sectors of society.

The reform also included changes in the Compulsory Education Law, which previously related to education until the 8th grade. With the enactment of the reform, the law was extended to 10th grade (inclusive), bringing the total period of compulsory education to 11 years (including compulsory kindergarten).

The reform was implemented primarily in the official education system.* The enrollment in official lower secondary schools in 1996 included 73% of all pupils in Grades 7-9, while the rest of the pupils in that age range (27%) attend schools designed according to the old structure (primary: Grades 1 through 8; secondary: Grades 9 through 12).

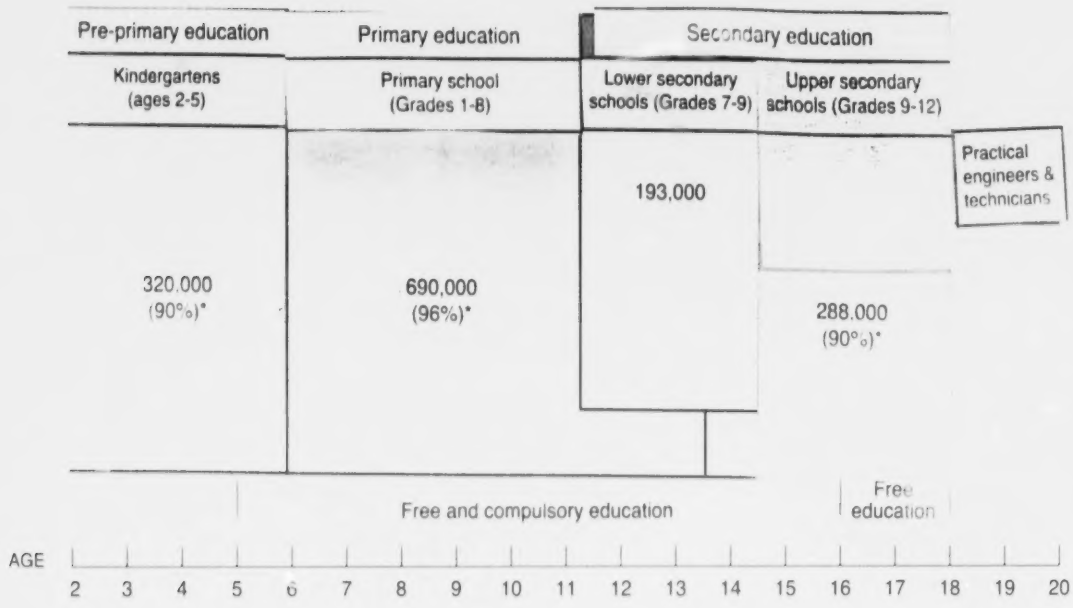
Another level of education includes non-university post-secondary and higher education institutions (such as art schools, administration and bookkeeping schools, teacher training colleges and other colleges), and universities.



* *Official education: Educational institutions owned by the State and/or by the local authority, and listed in the records as official schools. The official educational institutions provide State and State-religious education.*

STRUCTURE OF THE EDUCATION SYSTEM

Source: Ministry of Education, Culture and Sport
Central Bureau of Statistics (CBS)



In 1996, the total number of children enrolled in the education system under the supervision of the Ministry of Education, Culture and Sport reached about 1,490,000 - from the pre-primary level to the end of secondary school.

* *In primary education (including Grades 7 and 8), 96% of the entire population attends school. In secondary education (lower and upper) the figure is 90% of the total age group population. The figures refer to the percentage of pupils in that age group at each level of the education system. The figures (which refer to kindergartens - age 5 - and schools) do not include children attending Talmud-Torah schools, institutions under the supervision of the Ministry of Religious Affairs, or institutions under the supervision of the Ministry of Labor and Social Affairs (vocational and industrial schools). According to the estimates, the percentage of pupils attending primary schools under the supervision of the Ministry of Education, Culture and Sport and other schools is close to 100%. Combined with the figures for enrollment in institutions sponsored by the Ministry of Labor and Social Affairs and the Ministry of Religious Affairs, the percentage of pupils in secondary schools exceeds 90%.*

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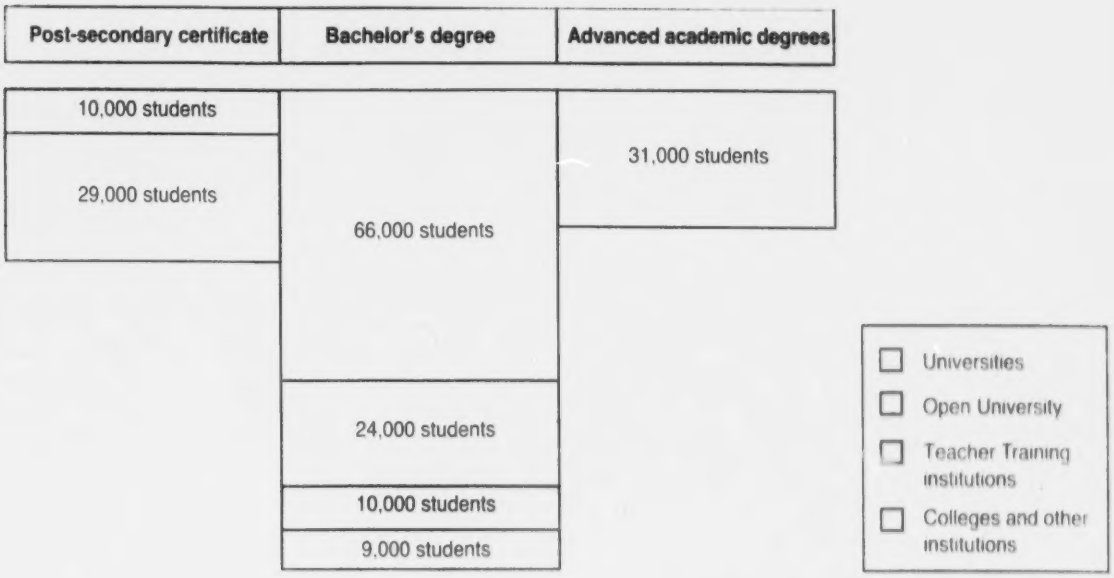
POST-SECONDARY AND HIGHER EDUCATION

Source: CBS, Ministry of Education, Culture and Sport



In 1995, 109,000 students were enrolled in bachelor's degree programs in Israel, 31,000 were enrolled in programs for advanced academic degrees, and 39,000 students were enrolled in other post-secondary and higher education. This brought the total population of students in post-secondary and higher education to 179,000 in 1995. It is estimated that by 1996, enrollment will increase to 190,000.

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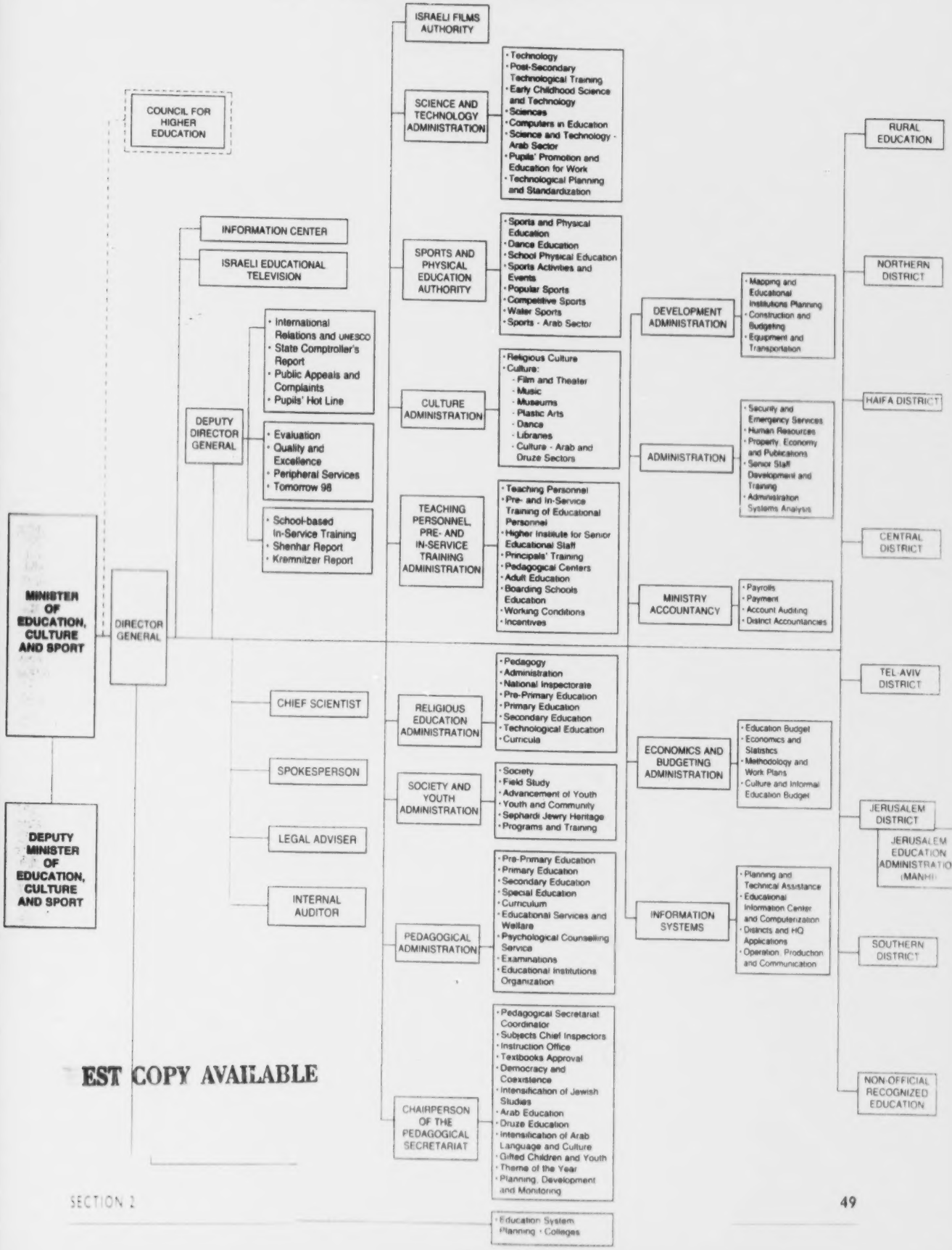
ADMINISTRATIVE STRUCTURE OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT



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THE EDUCATIONAL ROLE OF MINISTRIES OTHER THAN THE MINISTRY OF EDUCATION, AND OF NON-GOVERNMENTAL ORGANIZATIONS; COORDINATION MECHANISMS

MINISTRIES:

1. PRIME MINISTER'S OFFICE

- Central Bureau of Statistics: Educational statistics are included in the Statistical Abstract of Israel and special periodic publications;
- Adviser on the Status of Women: Advancement and formulation of national policies concerning the status of women in Israel (including educational aspects);
- Anti-Drug Authority: Formulation of national policy, coordination of ministries and agencies in order to initiate and develop services for preventive education, treatment, and rehabilitation of drug addicts.

2. MINISTRY OF LABOR AND SOCIAL AFFAIRS

- Vocational Training and Manpower Development Department: Vocational education, training, and retraining.
- Youth Development and Correction Services: Services include educational facilities and programs. A pedagogic department designs curricula adapted to specific populations.

3. MINISTRY OF THE ENVIRONMENT

Education and Information: Environmental education.

4. MINISTRY OF DEFENSE

- Youth and Nahal Department: Special cooperative programs for immigrant youth.
- Israel Defense Forces – Chief Education Officer.
- Female soldiers serving as teachers in the IDF: A joint program with the Ministry of Education, Culture and Sport. Female soldiers provide instruction and guidance for underprivileged youth, and work towards advancement of special populations.

5. MINISTRY OF HEALTH

Health education. An inter-agency health education committee coordinates nationwide activities.

6. MINISTRY OF IMMIGRANT ABSORPTION

Students Department: Assistance to immigrant students is provided by the Student Administration, in conjunction with the Jewish Agency.

7. MINISTRY OF RELIGIOUS AFFAIRS

- Yeshivot Division: Supports research and study through allocations to institutions and student grants.
- Inter-religious Affairs: Support of Islamic and Christian institutions, including educational activities.

8. MINISTRY OF FOREIGN AFFAIRS

International Cooperation Division, Training Division: International courses conducted in Israel, and courses organized by the division in other countries. Courses in various fields of education are also offered in this framework.

9. MINISTRY OF INTERNAL SECURITY

- Police: Information activities in schools, in collaboration with educational authorities.
- Prison Service: Formal and informal education for prisoners.

10. MINISTRY OF INDUSTRY AND TRADE

Supports activities related to the 1996 "Theme of the Year" in the education system – Industry and Production.

11. MINISTRY OF AGRICULTURE

Center for International Agricultural Development Cooperation (CINADCO): Conducts training activities in various fields.

12. MINISTRY OF TOURISM

Training of skilled manpower in tourism-related professions.

13. MINISTRY OF TRANSPORT

The Ministry participates in road safety education and information activities.

Mechanisms for coordination between these ministries and the Ministry of Education, Culture and Sport include: the Forum of Directors-General, joint steering committees, written agreements concerning activities and budgeting, etc.

NON-GOVERNMENTAL ORGANIZATIONS

A variety of public and voluntary non-governmental organizations play an important role in the Israeli education system: The departments of education in local authorities are responsible for constructing (with government assistance where necessary) and for maintaining public school buildings and equipment, for acquisition of teaching aids, and for organization of school districts in each locality. Other organizations include: The Jewish Agency (Urban Renewal Project); community centers; teachers' unions; women's organizations (kindergartens, day-care centers, and boarding schools); the National Parents' Committee; pupils' councils and student unions; major organizations providing vocational and technological education (ORT, AMAL, AMIT); major organizations providing special education; the Association for the Advancement of Education; the Israel Broadcasting Authority; youth movements; Yad Vashem (Holocaust Memorial Institution); museums; Jeunesses musicales; and many more.

EDUCATION EXPENDITURE

SECTION 3

This chapter presents data on two subjects:

A. The budget of the Ministry of Education, Culture and Sport for 1996.
B. National and public expenditure on education.

Most of the increase in the 1996 budget of the Ministry is devoted to additional study hours and to increasing teachers' salaries for the purpose of promoting priority subjects.

MAIN PRIORITIES SET FOR 1996:

- Promoting children and youngsters from weaker populations
- Development and academic accreditation of the colleges
- Narrowing the gaps between different sectors and promoting Arab and Druze education
- Absorption of immigrant pupils and teachers in the education system
- Implementation of the Special Education Law
- Organization of studies and class schedules
- Changes in the matriculation examinations: Implementation of the Ben Peretz Commission report
- Promoting science and technology studies: Implementation of the "Tomorrow 98" program
- Promoting Jewish studies in Hebrew State schools: Implementation of the Shenhar Commission report
- Civics education: Adoption of the Kremnitzer report; education for democracy, tolerance, and peace
- The language policy of the Ministry of Education
- School-based in-service training on a voluntary basis
- Educational activities for life-skills and prevention programs

This section is based mainly on figures from the Ministry of Education, Culture and Sport. The figures relating to national and public expenditure on education are based on CBS data.

MAIN FINDINGS:

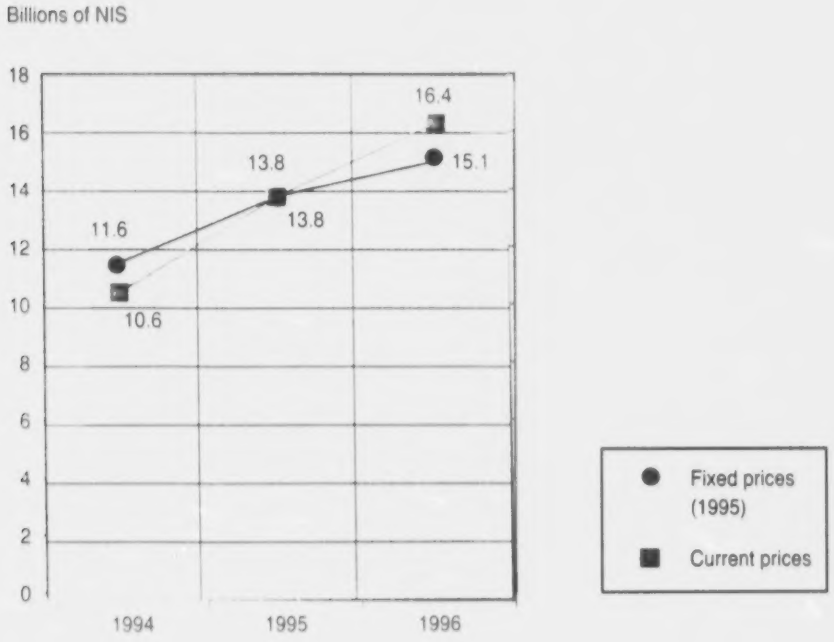
- Between 1994 and 1996, the budget of the Ministry of Education, Culture and Sport increased from NIS* 10.6 billion to NIS 16.4 billion. The percentage change at fixed prices (1995 prices) is 30%.
- Classification of the budget by area shows that 92.5% is intended for formal education, 4.6% for informal education and 2.9% for administration and the headquarters units.
- Breakdown of the budget by expenditure components shows that approximately 91% of the Ministry's budget is allocated for salaries, and only 9% for purchases and other expenses.
- The Ministry of Education, Culture and Sport also contributes to the budgets of other bodies: 21.3% of the total budget of the Ministry is allocated for contributions to local authority budgets in the fields of formal and informal education.
- In 1994, national expenditure on education reached 9.2% of the GNP, as compared to 8.5% of the GNP in previous years. It is estimated that national expenditure on education in 1996 will reach 9.4% of the GNP. The public expenditure on education (being part of the national expenditure) is 7.7% in 1996, compared to 6.5% in 1990.

* *NIS: New Israeli Shekels. The present exchange rate (July 1996) is approximately NIS 3.20 per US$1.*

A. BUDGET OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT FOR 1996

BUDGET OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT, 1994 - 1996

Source: Ministry of Education, Culture and Sport



The budget of the Ministry of Education, Culture and Sport has risen from NIS 10.6 billion in 1994 to NIS 16.4 billion in 1996. The rise in percentage at fixed prices (1995 prices) is 30%, while the rise in current prices is 55%.

BREAKDOWN OF THE BUDGET* OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT FOR 1996 BY AREA (EXCLUDING RESERVES)

Source: Ministry of Education, Culture and Sport

Subject	Percent
Total budget	**100.0**
Pre-primary education	**5.3**
Pre-compulsory kindergartens	3.8
Compulsory kindergartens	1.5
Activities and initiatives	0.0
Primary education	**28.5**
Hours of instruction	23.6
Comprehensive services	4.7
Activities and initiatives	0.2
Special education (at all stages)	**8.6**
Hours of instruction	6.5
Secondary special frameworks	0.4
Comprehensive services	1.6
Activities and initiatives	0.1
Secondary education	**35.6**
Lower secondary school – hours of instruction	6.9
Lower secondary school – comprehensive services	1.7
Upper secondary school – tuition fees	24.6
Science and technology education	0.4
Matriculation examinations	0.5
Boarding school education	1.5
General activities	**5.0**
Science and technology education – "Tomorrow 98" Program	1.2
Educational Welfare and Urban Renewal Project 30 Communities Project	1.5
Psychological Counselling Service	0.5
Curricula	0.2
Formal education activities	0.5
Pedagogic ancillary services	0.7
Activities of the Pedagogic Secretariat	0.4
Activities of the Religious Education Authority	0.0
Activities of the Society and Youth Administration	**0.8**
Development Activities from the Regular Budget	**1.0**
Educational Personnel Training and Activities	**7.1**
Training educational personnel	3.2
In-service courses for educational personnel	3.3
Conditions of service for teachers	0.5
Incentives for teachers	0.1

* *Due to the rounding-off of figures, amounts smaller than NIS 8.2 million appear in the table as 0.0%.*

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Subject	Percent
Colleges and post-secondary education institutions	**0.3**
Adult education and Hebrew classes (Ulpan) for immigrants	**0.6**
Culture, art, science and antiquities	**3.0**
Support for art institutions	1.0
Support for cultural, research, and scientific institutions	0.6
Cultural and artistic activities	0.1
Community centers	0.8
Public libraries and school libraries	0.1
Torah culture activities	0.1
Orthodox cultural activities	0.1
Film Service	0.0
Foreign relations	0.0
Activities of the Antiquities Authority	0.2
Activities of the Sport and Physical Education Authority	**0.6**
Physical education in schools	0.1
Central services for fostering sport and physical education	0.0
Training programs for coaches, trainers, and outstanding athletes	0.0
Sports activities and central events	0.5
Educational Television	**0.4**
Activities of the Information Center	**0.0**
Maintenance, personnel, and administrative services	**2.7**
Administration, computerization, training, and security	0.8
Personnel, Ministry of Education, Culture and Sport	1.9
Information systems, research, and statistics	**0.3**
Information systems	0.2
Research and statistics	0.1

The budget of the Ministry of Education, Culture and Sport for '96 is NIS 16.384 billion.

Classification by level of education shows that 35.6% of the budget is allocated for secondary education and 28.5% for primary education. These two levels together account for almost two-thirds of the budget (64.1%).

5.3% of the budget is allocated for pre-primary education, and 8.6% for special education (at all levels). 5.0% of the total budget is allocated for general programs and activities, such as the "Tomorrow 98" program, the Educational Welfare and Urban Renewal Project, and the Psychological Counselling Service. A further 7.1% is allocated for educational personnel training and activities.

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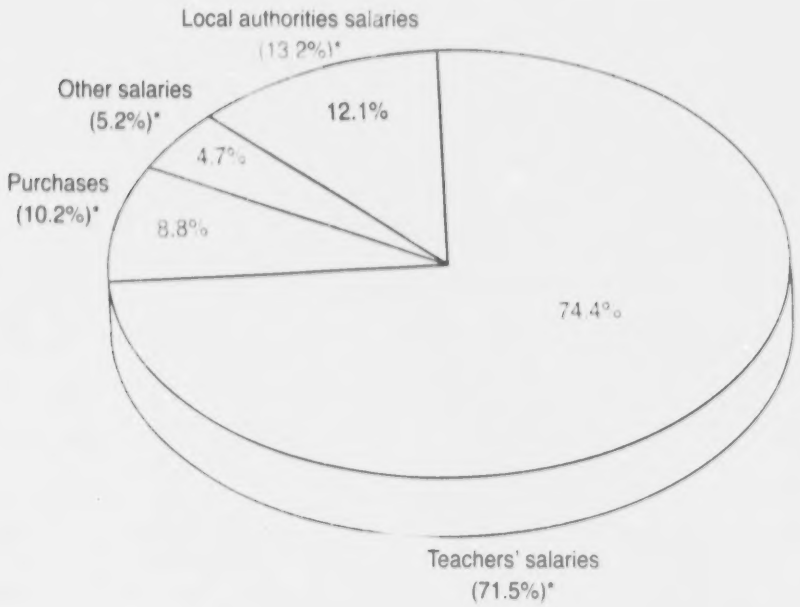
BUDGET OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT BY ECONOMIC CLASSIFICATION – 1996 (IN PERCENTAGES)

Source: Ministry of Education, Culture and Sport



The breakdown of the Ministry's budget for 1996 by type of expenditure component shows that 91% of the budget is allocated for salaries, while only 9% is allocated for purchases and other expenses.

74.4% of the budget is allocated for teachers' salaries; this allocation finances over 2.575 million weekly hours of instruction in the education system, from kindergartens through post-secondary education in all sectors (State, State-religious, non-official recognized education, Arab, Druze, and Bedouin). It should be noted that the number of weekly hours of instruction in 1993 was 2.032 million, and in 1995 – 2.358 million.
Approximately 16.8% of the budget is allocated for other salaries, which can be divided into two groups: 12.1% is for the salaries of local authority workers, and 4.7% is for the salaries of other public employees (in non-profit associations such as theaters, dance groups, museums and educational welfare projects).
8.8% of the budget is allocated for the purchase of services and goods. Most of the expenditure in this sector is allocated for the purchase of services for formal education: Financing school transport for approximately 220,000 pupils in 1996 and the contribution to maintenance and service expenses in educational institutions.

Classification of the budget by area shows that 92.5% is allocated for formal education, 4.6% for informal education and 2.9% for administration and HQ units.

* *In parentheses — breakdown in 1993.*

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REGULAR BUDGET FOR 1996 BY TYPE OF EXPENDITURE AND BY AREA (PERCENT OF TOTAL BUDGET)

Area	Total budget	Teachers' salaries	Local authorities' salaries	Other salaries	Purchases and other expenditures
Total Budget	100.0	74.4	12.1	4.7	8.8
Formal Education	92.5	72.5	11.7	1.4	6.9
Informal Education	4.6	1.2	0.2	2.4	0.8
Organization & HQ Units	2.9	0.7	0.2	0.9	1.1

DEVELOPMENT BUDGET OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT FOR 1996

Source: Ministry of Education, Culture and Sport

	NIS millions
Total development budget	**609**
New construction	234
Continued construction	199
Renovation of buildings	96
Gymnasia	28
Equipment for new classes	15
Development of regional colleges	16
Fencing and protection of institutions	21
Additional budget of Mifal Hapayis (National Lottery)	173

The Ministry's development budget for 1996 totals NIS 609 million.

NIS 234 million is allocated for new construction; 1,743 classrooms will be built in 1996. New construction of educational buildings is intended for immigrants' absorption, the development of educational institutions in new neighborhoods, and to keep up with natural population increases.

NIS 199 million is allocated for continued construction, in order to complete the construction of 1,168 classrooms. NIS 96 million is allocated for the renovation of buildings; NIS 28 million for the construction of sports gymnasia; and an additional NIS 15 million for equipment of new classrooms. NIS 16 million is allocated for the regional colleges which received academic accreditation, and NIS 21 million for fencing and protection for institutions.

Mifal Hapayis (the National Lottery) allocates NIS 173 million for the construction of 400 classrooms out of the total of 1,743 new classrooms.

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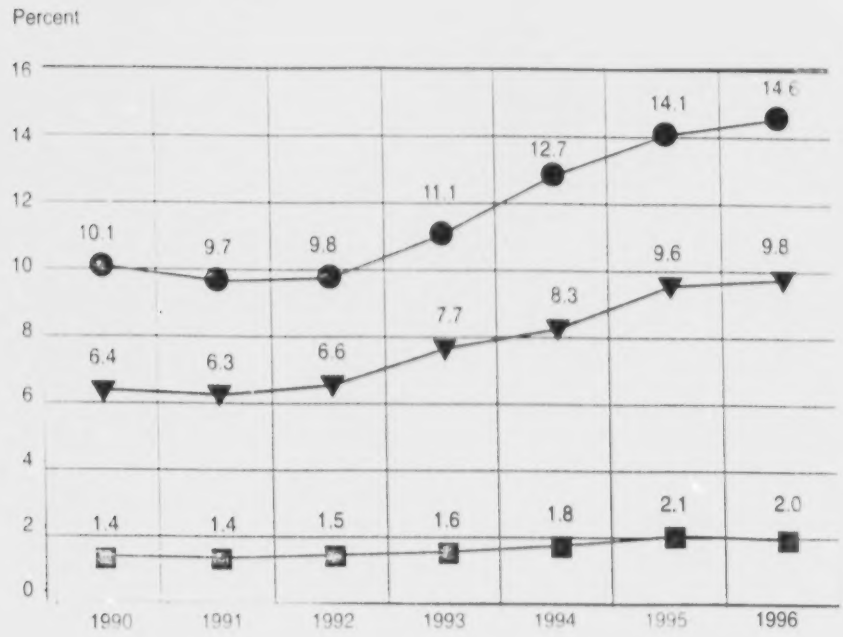
GOVERNMENT EXPENDITURE ON EDUCATION AND HIGHER EDUCATION AS A PERCENTAGE OF OVERALL GOVERNMENT EXPENDITURE

Source: Based on the booklet "Proposed Budget" for the relevant years, published by the Ministry of Finance.



● Expenditure on education as a percentage of the budget, excluding debt repayments

▼ Expenditure on education as a percentage of the total budget

■ Expenditure on higher education institutions as a percentage of the total budget

The percentage of government expenditure on education rose from 6.4% in 1990 to 9.8% in 1996. The rise in the percentage allocated for education in 1996 is also reflected when the budget is calculated without debt repayments (14.6% in 1996 as compared to 10.1% in 1990).

The percentage of government expenditure on higher education has also risen (2.0% in 1996 as compared to 1.4% in 1990).

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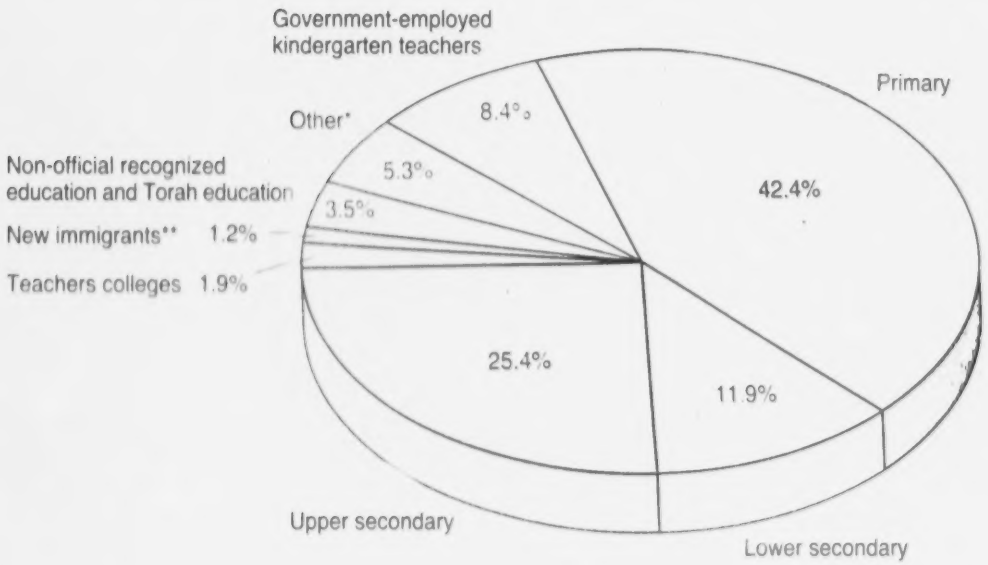
HOURS OF INSTRUCTION DISTRIBUTION, BY LEVEL OF EDUCATION, 1996

Source: Ministry of Education, Culture and Sport



Over 91% of the budget of the Ministry of Education, Culture and Sport is allocated for the financing of 2.575 million weekly hours of instruction in the education system – from pre-primary to post-secondary education. Primary education includes the greatest number of weekly hours (42.4%); this is due to the fact that the number of pupils at this level is the highest.

* *Including: schools abroad, recognized schools, hospitals, youth centers, and others.*

** *Includes kindergartens, primary, and lower secondary education.*

PARTICIPATION OF THE MINISTRY OF EDUCATION, CULTURE AND SPORT IN LOCAL AUTHORITIES' BUDGETS BY SUBJECT, 1996

Source: Ministry of Education, Culture and Sport

Subject	Total budget of Ministry of Education	Of which: Participation in local authorities' budgets	
	Thousands of NIS	Thousands of NIS	Percent of participation
Total Budget	**16,383,947**	**3,488,722**	**21.3**
Formal Education	**14,542,844**	**3,277,246**	**22.5**
Teachers' Administration	910,422	15,800	1.7
General Pedagogic Administration	662,240	157,173	23.7
Pre-Primary Education	883,083	211,256	23.9
Primary Education	5,101,789	687,453	13.5
Secondary Education	5,050,743	1,661,725	32.9
Rural Education	1,005,136	252,292	25.1
Non-official Recognized Education	552,338	-	-
Transportation, Equipment, and Development	377,093	291,547	77.3
Informal Education	**721,141**	**177,784**	**24.7**
Culture	513,973	145,102	28.2
Sports Authority	98,259	32,682	33.3
Educational Television	97,975	-	-
Information Center	10,934	-	-
Administration and Headquarters Units	**464,364**	**33,692**	**7.3**
Headquarters Units	74,864	2,193	2.9
Administration and Ministry Employees	389,500	31,499	8.1
Reserves for Price Increase	**655,598**		

The Ministry of Education, Culture and Sport participates with almost NIS 3.5 billion in various budgetary items of the local authorities; this amount represents 21.3% of the Ministry's total budget in 1996. 22.5% of the formal education budget, 24.7% of the informal education budget and 7.3% of the administration and headquarters budget are allocated for Ministry participation in local authorities' budgets.

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STANDARD EXPENSES OF THE EDUCATION SYSTEM
(IN NIS, 1996 BUDGET PRICES)

Source: Ministry of Education, Culture and Sport

Cost of building an average classroom*	433,500
Cost of building a school (24 classrooms)	10,404,000

Teachers' wages	
Annual wage of a pre-primary school teacher**	85,354
Annual wage of a primary school teacher**	94,025
Annual wage of a lower secondary school teacher**	92,474
Annual wage of an upper secondary school teacher**	98,760

Other wages***	
Annual wage of a maintenance worker	55,621
Annual wage of a secretary	50,973
Annual wage of an assistant	58,579
Annual wage of a lab assistant	55,297
Annual wage of a security officer	87,952
Annual wage of an assistant pre-primary teacher	52,965
Annual wage of a psychologist	136,349
Annual wage of a psychology intern	47,978
Annual wage of a guard in a boarding school	52,687
Annual wage of a truant officer	98,205
Annual wage of a librarian	53,246

Cost of an annual hour of instruction	
Hour of instruction in kindergarten**	3,481
Hour of instruction in primary school**	3,862
Hour of instruction in primary school (special education)**	4,198
Hour of instruction in lower secondary school**	4,579
Hour of instruction in upper secondary school***	4,711
Hour of instruction in a seminary**	9,995

* *Area of an average classroom, including ancillary rooms – 125 sq.m.*

** *Full cost of government-employed teachers (government employees have budgeted pensions; thus the wage costs do not include allocations for pensions).*

*** *Including pension, employer's tax and in-service training fund.*

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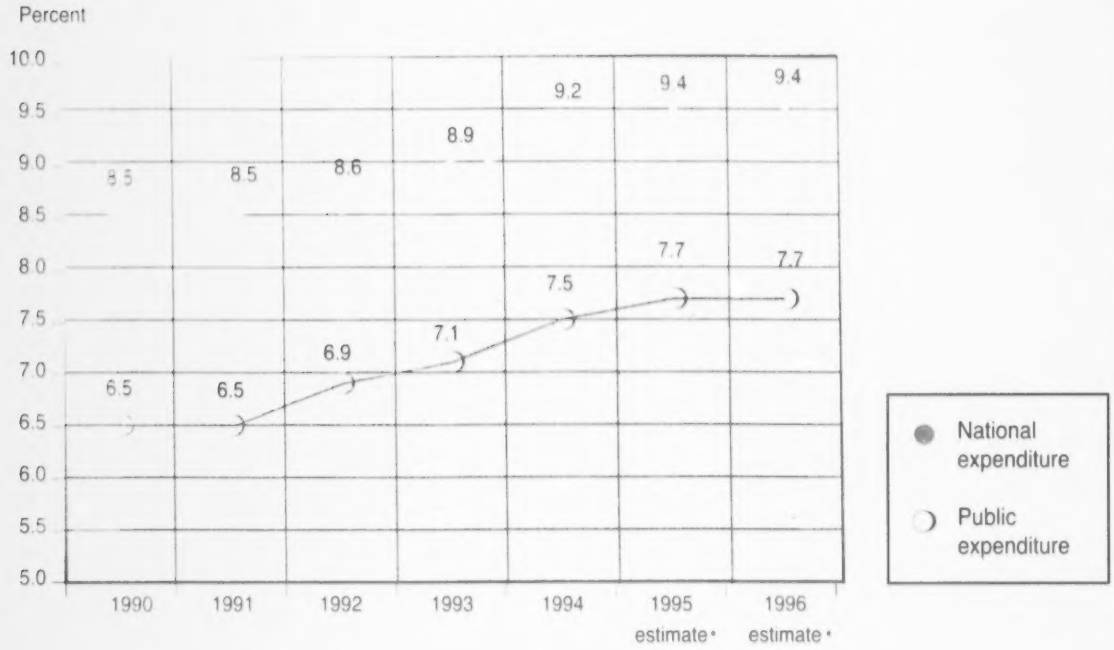
B. NATIONAL AND PUBLIC EXPENDITURE ON EDUCATION

NATIONAL AND PUBLIC EXPENDITURE ON EDUCATION AS A PERCENTAGE OF GNP

Source: Based on CBS data.



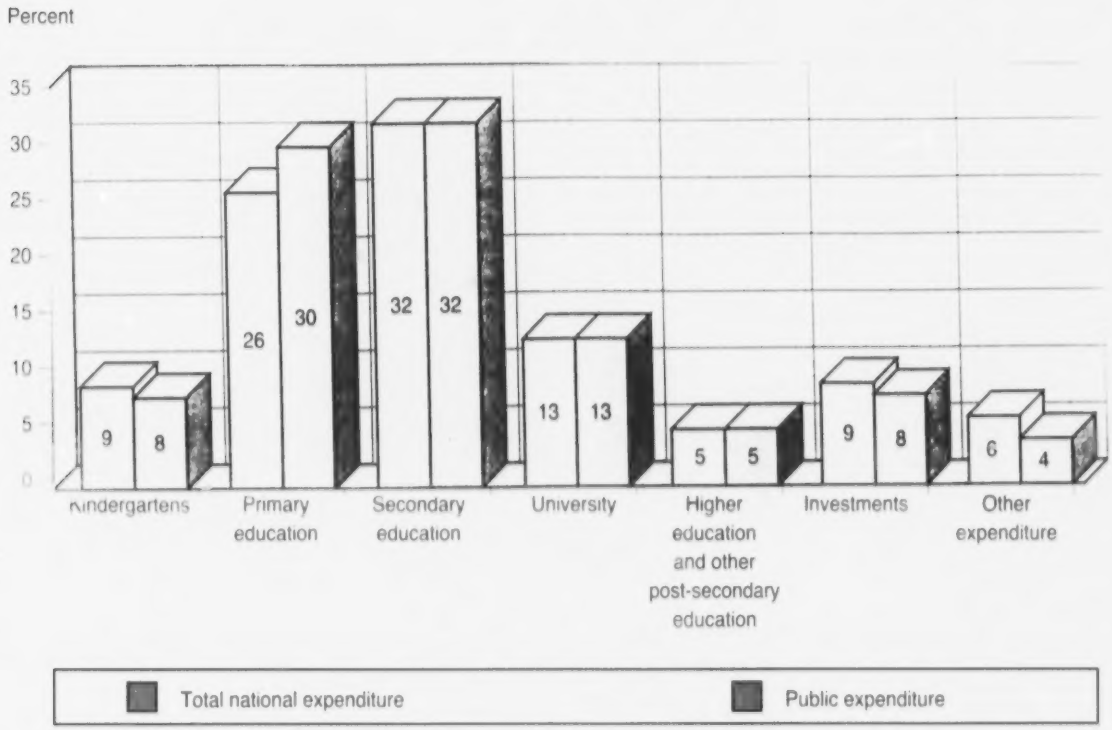
In 1994, national expenditure on education was 9.2% of the GNP, as compared to 8.5% in previous years. In 1996 national expenditure is 9.4% of the GNP. This is the result of the increase in real terms of the Ministry of Education, Culture and Sport budget.

The public expenditure on education (being part of the national expenditure) is 7.7% in 1996, compared to 6.5% in 1990.

* *Estimates of the Economics and Statistics Division based on CBS figures and the State Budget.*

NATIONAL AND PUBLIC EXPENDITURE ON EDUCATION BY EDUCATION LEVEL

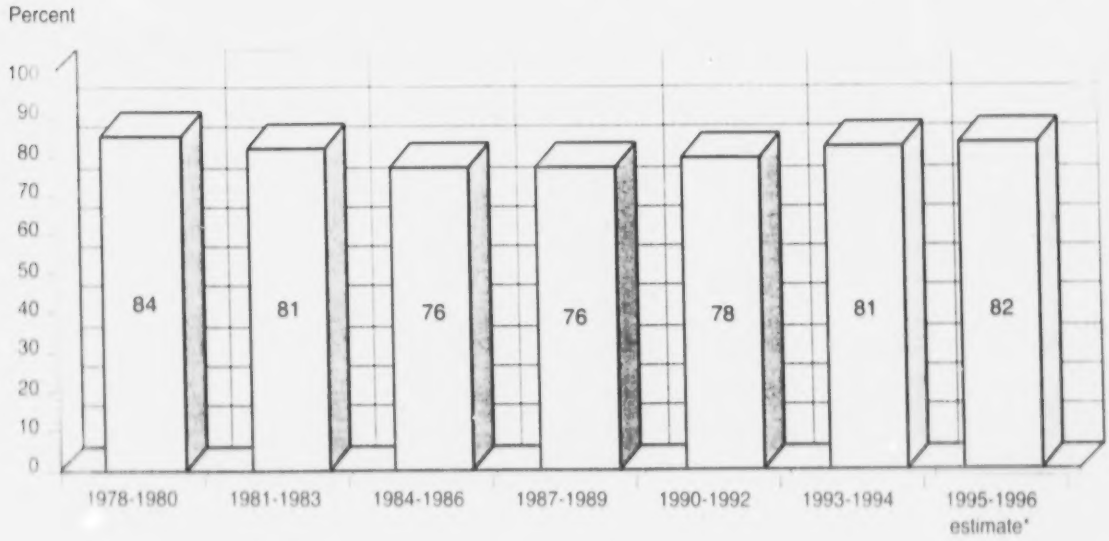
Source: Based on CBS data



Approximately 60% of the expenditures on education are earmarked for primary and secondary education.

PUBLIC EXPENDITURE ON EDUCATION AS A PERCENTAGE OF TOTAL NATIONAL EXPENDITURE ON EDUCATION

Source: Based on CBS data



Public (government and local authorites) expenditure on education as a portion of total national expenditure on education fell from 84% in 1978-1980 to 76% in 1984-1989. From 1990, government and local authority expenditure on education as a percentage of total expenditure on education rose, reaching 81% in 1993-1994.

According to the estimate, the percentage of national expenditure on education accounted for by the government and local authorities will reach 82% in 1995-1996.

The remainder of national expenditure, approximately 18%, is financed by households, i.e. families (tuition fees for kindergartens and universities, private teachers, study materials, various educational services), and donations from overseas.

* *Estimate of the Economics and Statistics Division based on CBS figures and the State Budget.*

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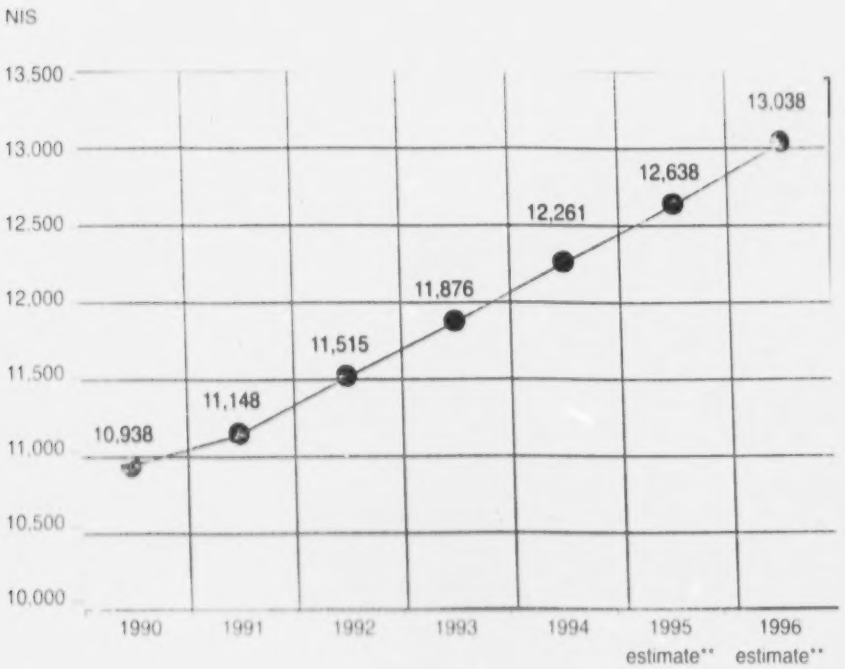
NATIONAL EXPENDITURE ON EDUCATION PER PUPIL/STUDENT* IN ISRAEL (1994 PRICES)

Source: Based on CBS data



In 1994, national expenditure on education per pupil/student was NIS 12,261. According to the estimate, this figure will reach approximately NIS 13,000 in 1996.

* *This calculation includes pupils/students from kindergartens through universities, including yeshivot (religious seminaries) and adult education.*

** *Estimates of the Economics and Statistics Division of the Ministry of Education based on CBS figures and the State Budget.*

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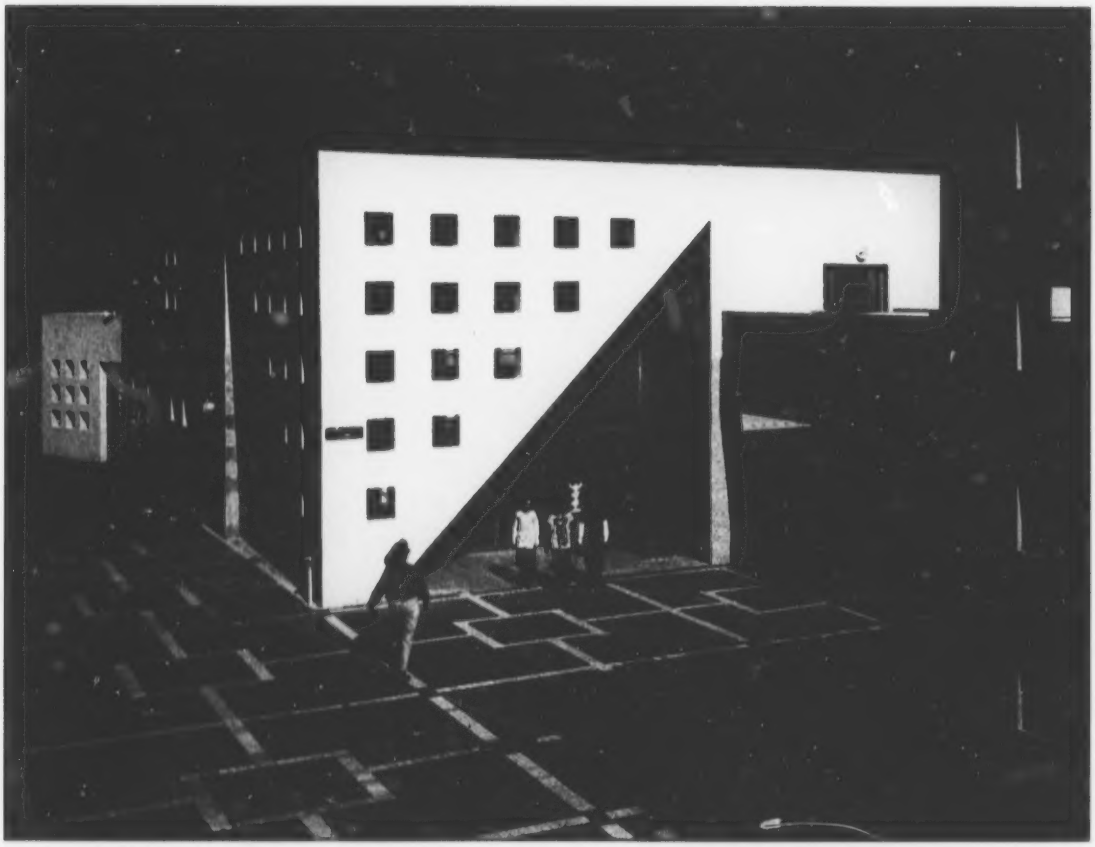

THE EDUCATIONAL PROCESS

SECTION 4

This section includes four main topics concerning the educational process.

I. ORGANIZATION OF STUDIES AND CLASS SCHEDULE

In recent years, the Ministry of Education, Culture and Sport has held discussions on and undertaken investigations into the organization of studies and the class schedule in pre-primary, primary, and secondary education (lower and upper). The discussions concerned various aspects of the relationship between the compulsory and elective elements in studies, the single discipline approach as opposed to the inter-disciplinary approach, the number of subjects studied in the course of a school year, the school's autonomy in the organization of studies, etc. The outline program is already operating in pre-primary education (kindergartens). In secondary education (lower and upper), directives concerning the organization of studies and the class schedule have been officially published, but will only be implemented from 1997 onwards. In primary education, the organization of studies is in a transitional stage and has not yet been completed.

PROGRAMS FOR KINDERGARTENS

Source: Ministry of Education, Culture and Sport

The program contains six elements which are the essential foundations in the work of all kindergartens. Their organization is flexible and adapted to the shared and differing needs of each child.

Elements	Daily time (in minutes) in accordance with age 2 - 6
Acquisition and consolidation of life skills and habits (including personal hygiene, care of clothes, and meals)	90 - 45
Free play	90 - 60
Expression through materials	45 - 60
Planned social activity	30 - 60
Encouragement of gross motor activity (free movement, using playground apparatus, and movement lessons)	45 - 45
Directed learning activity	30 - 60
TOTAL	**330** - **330** (5.5 hours) - (5.5 hours)

BASIC SKILLS AND FIELDS OF KNOWLEDGE

Basic skills and life skills	Fields of knowledge
Reasoning skills and intellectual positions	Mathematics
Language and literacy	Arts
Health and safety	Literature
Physical education	Social sciences
Road safety	Science and technology
	Bible
	Tradition and festivals

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ORGANIZATION OF SUBJECTS AND STRUCTURE OF STUDIES

The primary education system is currently in a transitional stage, in preparation for a reorganization of the structure of studies in primary schools.
The main feature of the proposed change is a balance between single discipline teaching of subjects according to a predetermined schedule of hours, and inter-disciplinary teaching, in which the schedule of hours is organized around focal points on the basis of a time dimension and a content dimension.

This idea of study focal points emerged in the Israeli education system as a reaction to the proliferation of subjects, disciplines, fields, and sub-fields in the system of studies. The pupil's study week was split up, divided, and fragmented without any chance to group, to unite, and to focus different fields around major organized focal points.

The organization of the schedule of hours around focal points enables a reduction in the number of subjects studied during the week, without necessarily harming the existing curricula. The link between the contents studied is reinforced and becomes more significant, as does the learning experience.

The Ministry of Education, Culture and Sport is also interested in encouraging school autonomy, in the belief that this will improve the quality of education provided by the school. The school staff know their pupils better than the distant Ministry headquarters, and are thus capable of adapting teaching methods and the curriculum in the way best suited to the needs of the pupils. The organization of studies around focal points permits a maximal degree of freedom for the school in establishing a curriculum and schedule of hours.

Autonomy is expressed in the following ways:

1. In every discipline or subject which the school teaches, the school can decide the main fundamental concepts it wishes to teach. The subject chief inspectors and the Curriculum Division suggest particular fundamental concepts, but the school can choose from among these proposed concepts or suggest other concepts itself.

2. The school may decide on the time required for each pupil to learn the most important skills and concepts of each discipline or field. In other words, the curricula are not formulated in terms of the time required to learn a subject or a particular chapter, but in terms of the expected results, and the school may translate these into time-related terms as it sees fit.

Focusing of studies can be carried out in different ways:

A. **Focusing in time** - This entails a reduction in the length of time that a particular subject is studied in the year, by allocating a greater number of weekly hours to the teaching of this subject. During this period, another subject or subjects will not be studied, thus reducing the number of subjects studied each week.
B. **Focusing within the subject** - This entails focusing on messages of a general character which can be transmitted, e.g. principles, ideas, and patterns of thought.
C. **Coordinating subjects (content and time)** - This means coordinating the teaching of two (or more) subjects, so that identical topics within the two subjects, or subjects which are linked, will be studied in coordination.
D. **Focusing study around skills**, e.g., reasoning skills (problem-solving, research, etc.), social skills, study skills, technology. In focusing around skills, a multi-disciplinary approach is taken to focusing. Skills are simultaneously nurtured in other subjects, linked to the contents of the subject, and the length of time required is defined.
E. **Focusing study by means of a personal topic** provides another way of implementing the ideas of study focusing.
F. **An integrative topic**, which gives a new and different perspective on study content. The contents are not divided up according to their grouping in classic "subjects," but according to complex systems and networks.

When the transition is completed, the structure of studies in school will be largely based on allocation of "flexible time" units, in which different pupils will be occupied with different things. The school will be free to structure these units in accordance with the characteristics of different pupils.

The only constraint on this autonomy is that about 80% of the time for each pupil during six school years must be allocated to the different fields in the following proportions: Twenty percent to languages, 15% to the logical-symbolic field (mathematics), 10% to the pupil's cultural heritage, 10% to the social-humanistic field, 10% to the scientific-technological field, 10% to the artistic field, 5% to the kinetic-physical education field. These proportions can be expressed in separate teaching of each field and/or in inter-disciplinary teaching which integrates the different fields.

In addition, 20% of study hours are left for completely free use by the school - for additional fields or deeper study of one or more of the above fields.
It can safely be said that about a third of the schools in the primary education system are already operating flexible curricula based on planning studies within the school.

SECONDARY EDUCATION (LOWER AND UPPER)

A. ORGANIZATION OF STUDIES AND SCHEDULE OF HOURS IN LOWER SECONDARY EDUCATION

SCHEDULE OF HOURS IN LOWER SECONDARY SCHOOL IN HEBREW EDUCATION (GRADES 7-8-9)

Subjects/Fields	Weekly hours: State education	Weekly hours: State religious education
Hebrew	12	11
English	11	11
Arabic/French	9	9
Mathematics	14	14
Science and technology	18	15 *
Bible	14	12
Oral Law and Judaism		12-14
History, geography, humanistic and social studies	16	12
Arts	4	3
Education and civics (individual and society)	7	7
Physical education	6	3-5
TOTAL	**111** ***	**111** ***
Yeshiva and ulpana** track: Advanced Oral Law and elective programs		12 additional weekly hours

* *In State religious education, the subject "science and technology" will be taught for 18 hours, as in state education. The necessary addition of hours for this purpose will not be allocated as part of the hour framework assigned to lower secondary schools.*

** *Intensive religious school for girls.*

*** *The total number of hours appearing in the table is the maximum allocation of standard hours for the subjects listed.*

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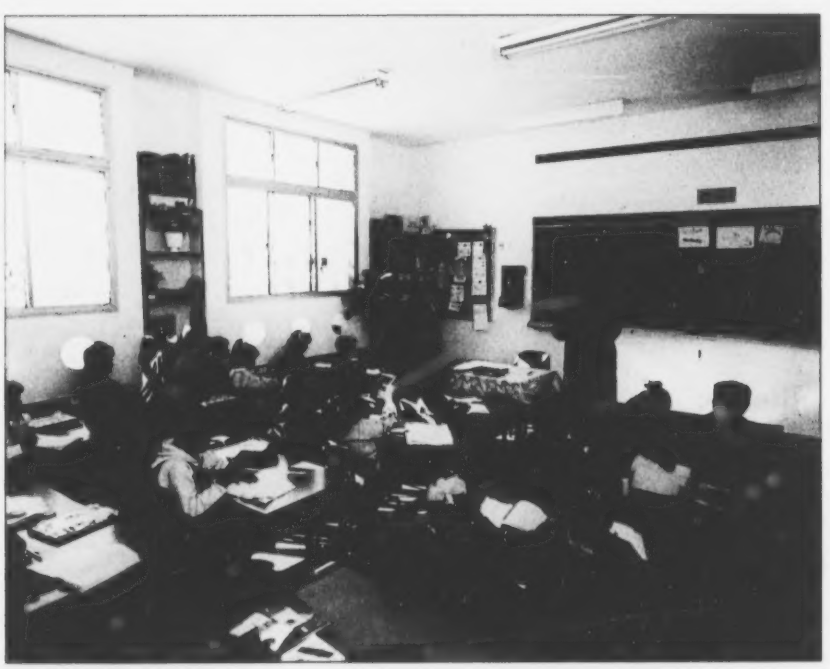
SCHEDULE OF HOURS IN LOWER SECONDARY SCHOOL IN ARAB AND DRUZE EDUCATION (GRADES 7-8-9)

Subjects/Fields	Weekly hours
Arabic	15
English	12
Hebrew	12
Mathematics	14
Science and technology	18
Arab culture or Islam or Christianity or Druze heritage	7
History, geography, humanistic and social studies	16
Arts	4
Education and civics (individual and society)	7
Physical education	6
TOTAL	**111**



B. ORGANIZATION OF STUDIES AND SCHEDULE OF HOURS IN UPPER SECONDARY EDUCATION

SCHEDULE OF HOURS IN UPPER SECONDARY SCHOOL; SUMMARY TABLE OF STUDIES FOR THREE YEARS IN HEBREW EDUCATION (GRADES 10-11-12)

Field	Number of hours per pupil			
Hebrew education	State Education		State religious Education	
Hebrew	12		11	
English*	9 -11		9 -11	
Arabic*	3		3	
Mathematics	9		9	
Natural sciences/technology**	8		8	
Bible and Jewish studies	9		20 -26	
History, geography, humanistic and social studies	8		8	
Elective subject	6		6	
Education and civics	7		7	
Essay-writing workshop***	2		2	
Physical education	6		6	
Basket of hours for intensive and expanded study	26-28	32-34	16-24	24-32
TOTAL	**107 ******	**113 ******	**113 ******	**121 ******
	General	Technolog.	General	Technolog.

* *French may be substituted for English as the first foreign language or for Arabic as a second foreign language. Children born abroad may substitute their mother tongue as the second foreign language.*

** *In rural schools, the study of "life and agricultural sciences" is compulsory.*

*** *In the technological track, the hours allotted for the essay-writing workshop may be used for the study of technological subjects.*

**** *The total number of hours appearing in the table is the maximum allocation of standard hours for the subjects listed.*

SCHEDULE OF HOURS IN UPPER SECONDARY SCHOOL; SUMMARY TABLE OF STUDIES FOR THREE YEARS IN ARAB AND DRUZE EDUCATION (GRADES 10-11-12)

Field	Number of hours per pupil	
Arabic	12	
English	9-11	
Hebrew	9	
Mathematics	9	
Natural sciences/technology	8	
Arab culture or Islam or Christianity or Druze heritage	3 -4	
History, humanities and social studies	8	
Elective subject	6	
Education and citizenship	7	
Essay-writing workshop*	2	
Physical education	6	
Basket of hours for intensive and expanded study	25-28	31-34
TOTAL	**107 ****	**113 ****
	General	Technolog.

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* *In the technological track, the hours allocated to the essay-writing workshop may be used for study of the technological subjects.*

** *The total number of hours appearing in the table is the maximum allocation of standard hours for the subjects listed.*

2. MAJOR INPUTS IN THE EDUCATION SYSTEM: ADDITION OF STUDY HOURS IN ORDER TO EXTEND THE SCHOOL DAY

The main goals of extending the school day are:

a. Improving the level of learning achievement in the education system.
b. Improving the level of achievement in scientific and technological studies.
c. Cultural and social enrichment (art, communication, physical education, and social education).
d. Broadening Jewish studies.
e. In the Arab and Druze sectors, goals will be determined after consultation regarding their special needs.

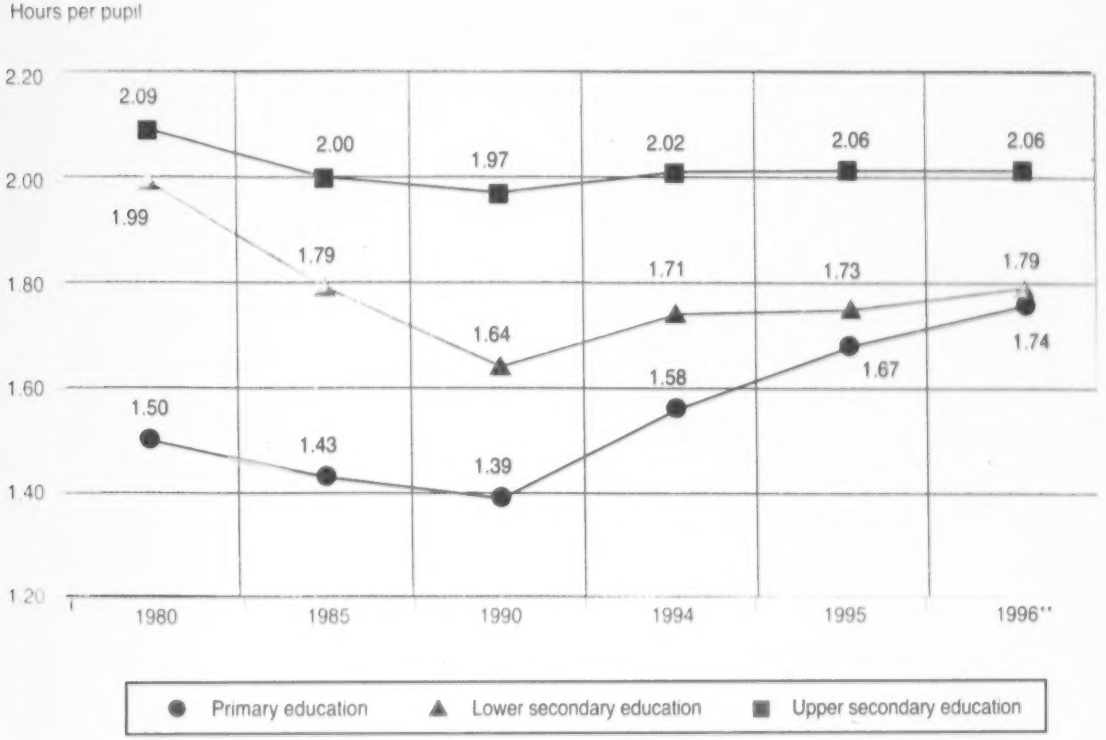
Extending the school day is being carried out in stages. An experimental stage was implemented in 1990, with the participation of a limited number of localities and neighborhoods. By 1993 the program was implemented in the development towns and confrontation line localities, and in schools with a high percentage of disadvantaged pupils (35% and above), as well as schools with a high percentage of new immigrant pupils (20% and above). Today, hours are being added to extend the school day in all schools in Israel.

The issue of extending the school day is under discussion by a government committee set up in 1995, composed of representatives of the public, representatives of the teachers' organizations, the National Parents' Committee, academic institutions, and representatives of the Ministry of Education, Culture and Sport. The committee has commissioned research studies and surveys, and is examining the pedagogical, economic, and social aspects of the issue. The committee will present its report and recommendations to the Ministers of Education and Finance.

The main data on pupil and class hours and on the number of pupils per class are presented as follows.

AVERAGE NUMBER OF HOURS PER PUPIL* BY EDUCATION LEVEL

Source: Based on data from the Central Bureau for Statistics and the Ministry of Education, Culture and Sport, Economics and Statistics Division.



The graph shows that until 1990 there was a decline in the average hours per pupil in all levels of education. The sharpest decrease was in lower secondary education - a reduction of 18%. The decrease in primary education was 7%, and in upper secondary education, 6%.

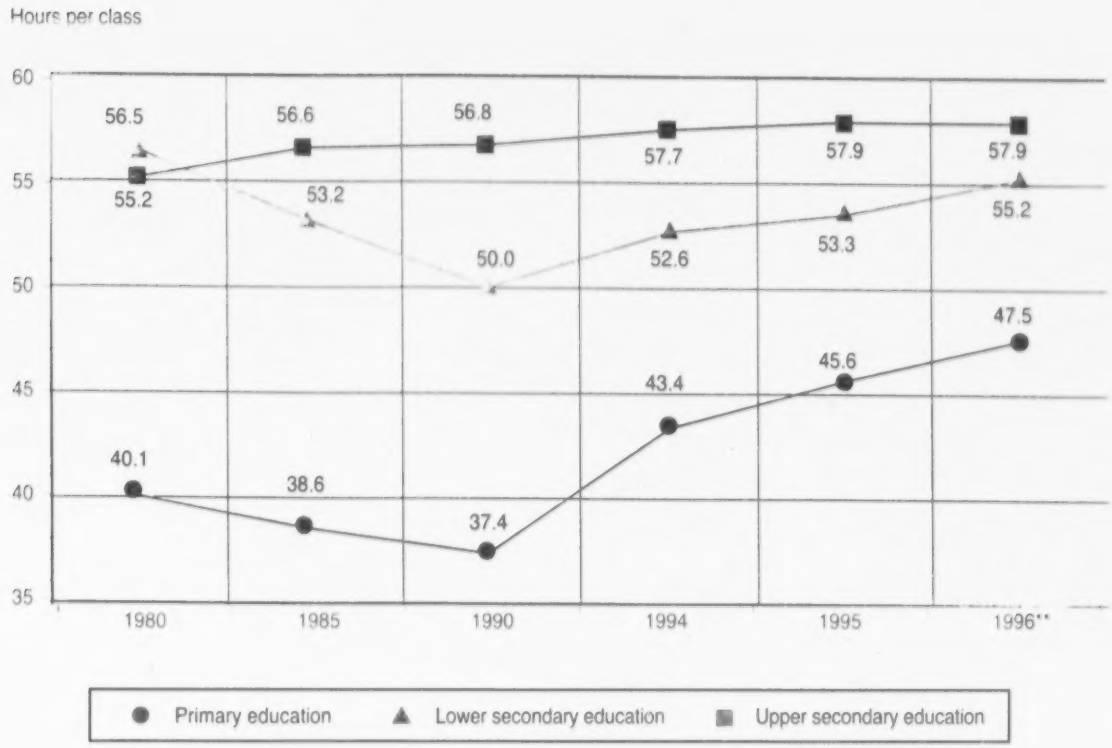
From 1990-1996, the average number of hours per pupil rose in all levels of education. This increase reflects the implementation of extended school day programs.

* *The average number of hours per pupil and per class represents all study hours at school, including division of the class into smaller groups and special activities (such as individual work), and hours for various purposes (e.g. management hours and homeroom teacher hours). The average number of hours per pupil is calculated by dividing all the hours mentioned above by the number of pupils.*

** *Estimate of the Economics and Statistics Division of the Ministry of Education, on the basis of data from the Central Bureau of Statistics and the Ministry of Education, Culture and Sport.*

AVERAGE NUMBER OF HOURS PER CLASS* BY EDUCATION LEVEL

Source: Based on data from the Central Bureau of Statistics and the Ministry of Education, Culture and Sport, Economics and Budgeting Administration



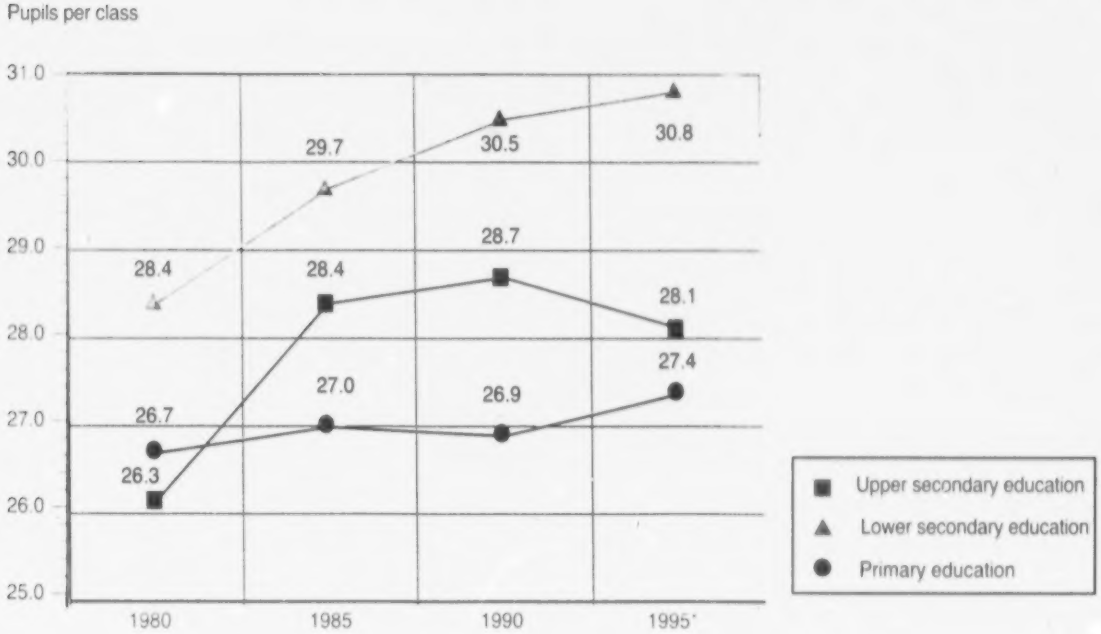
Between 1980 and 1990, there was a drop in the average number of hours per class in primary and lower secondary education. During the same period, the average number of hours per class in upper secondary education rose by 3%. Since 1990 there has been a rise in the average numbers of hours per class in all education levels, particularly in primary schools. In all years, the average number of hours per class was lowest in primary schools.

* *The average number of hours per class includes all the hours in school divided by the number of classes.*

** *Estimate of the Economics and Statistics Division of the Ministry of Education, on the basis of data from the Central Bureau of Statistics and the Ministry of Education, Culture and Sport.*

AVERAGE NUMBER OF PUPILS PER CLASS BY EDUCATION LEVEL

Source: Based on data from the Central Bureau of Statistics and the Ministry of Education, Culture and Sport, Economics and Budgeting Administration



Between 1980 and 1995, the number of pupils per class increased in all levels of education.

In lower secondary schools, the increase was steady between 1980 and 1995.

* *Estimate of the Economics and Statistics Division of the Ministry of Education, on the basis of data from the Central Bureau of Statistics and the Ministry of Education, Culture and Sport.*

3. ASSESSMENT AND CERTIFICATES

The Ministry of Education, Culture and Sport is involved in three types of assessment at the national level:

1. Matriculation ("*Bagrut*") examinations at the end of secondary school.
2. National assessment test (at the primary and lower secondary levels).
3. School-based assessments (using national test-item banks).

The Ministry is currently reforming its assessment policies and procedures. This reform is taking place at various levels of assessment and is based on current worldwide trends, namely:

- moving from centralized regulation to a more autonomous form of assessment.
- moving towards exams that are a more integral part of learning and teaching.
- moving from assessing basic skills to higher-order skills such as reasoning and exploratory thought.
- moving from pencil-and-paper assessment towards a wide range of assessment techniques.
- reducing the proportion of test items that assess limited and restricted knowledge while enlarging the proportion of items stressing contextual understanding.
- criteria rather than norm tests for the matriculation examinations.

Based on these trends, the matriculation exam format has changed, a national assessment test has been introduced, and performance assessment is being promoted and supported within the smaller unit of the school.

1. THE MATRICULATION ("BAGRUT") EXAMINATIONS

In the past, obligatory examination subjects included Hebrew language (or Arabic for Arab citizens), a second language (usually English), Bible studies (for Jewish pupils), mathematics, history, and civics. In addition, pupils had to choose from a large pool of electives in science and the arts. Success in these exams is required in order to be eligible as a candidate for higher education. Today, the matriculation exams are undergoing a reform which is intended to reduce the number of governmentally-conducted exams in favor of school-based assessments. Three subjects are chosen randomly every year from among the pool of compulsory national exams (with certain restrictions), and made voluntary. The remaining exams are compulsory. In the subjects deemed voluntary, pupils can choose whether to take the state exam or to receive the grade in that subject based on the school's assessment.

If the pupil passes all the above exams, he/she is entitled to a matriculation certificate. This is the most important certificate awarded in the school system. It makes continuation of studies possible, and is also important in the search for employment and in other fields. Another certificate awarded is the secondary school graduation certificate.

2. THE NATIONAL ASSESSMENT TEST

The National Assessment Test (NAT) has been introduced in primary and lower secondary schools in order to provide information on the extent to which educational goals set by the Ministry are being attained. The test is given only to a representative sample of the pupil population. Neither pupil nor school name is disclosed, in order to avoid their becoming a focus of interest, and to reduce test anxiety experienced by pupils, teachers, schools, and parents.

The stated purpose of the NAT is to

- provide information on a national scale regarding the extent to which the mandatory curriculum is being taught and how well the pupils have understood, retained, and absorbed it.
- provide such information to the Ministry's executives, to the Knesset Education Committee, to school districts, the schools themselves, and to the general public.
- focus public attention on the national curriculum.

The NAT is scheduled to be administered in a four-year cycle. Each year different subjects from the curriculum are chosen. The process is to be repeated every four years. The subjects covered and in the process of being implemented are: Hebrew, mathematics, English, social sciences, and biblical studies.

The exam is administered at different grade levels in accordance with the need for feedback expressed by the national coordinators for each subject. For example, mathematics and Hebrew language are assessed at the end of the fourth and eighth grades, while the sciences exam is administered at the beginning of the seventh grade (which is also the beginning of lower secondary school).

A major change introduced in the NAT is the attempt at performance assessment. Open-ended questions and items that require higher-order thinking are used in a greater proportion than ever before.

3. SCHOOL-BASED ASSESSMENT

The school-based assessment program deals with exams administered within and by schools. Schools are encouraged to use exams constructively in order to facilitate change within classroom instruction. Experience shows that changing the method of assessment leads to changes in teaching and learning.

The above program is based on the use of test item banks. The banks have been developed and are maintained by teams made up of experts in assessment and in the specific subject matter. The actual use made of items from the banks is left up to the teacher in the classroom. The test item banks consist of performance assessment items, similar in style to the assignments teachers set in class. The standard testing methods used in the past, such as multiple choice testing, have led to many undesirable effects, such as impoverished thinking and the alienation of teachers from

the assessment process. The new performance assignments attempt to introduce an alternative method of assessment. These assignments were created with the intention of stimulating the mind, to urge pupils to confront complex tasks, to cultivate open expression of views, and to encourage integration of different pieces of information. In short, they promote the use of higher mental functions.

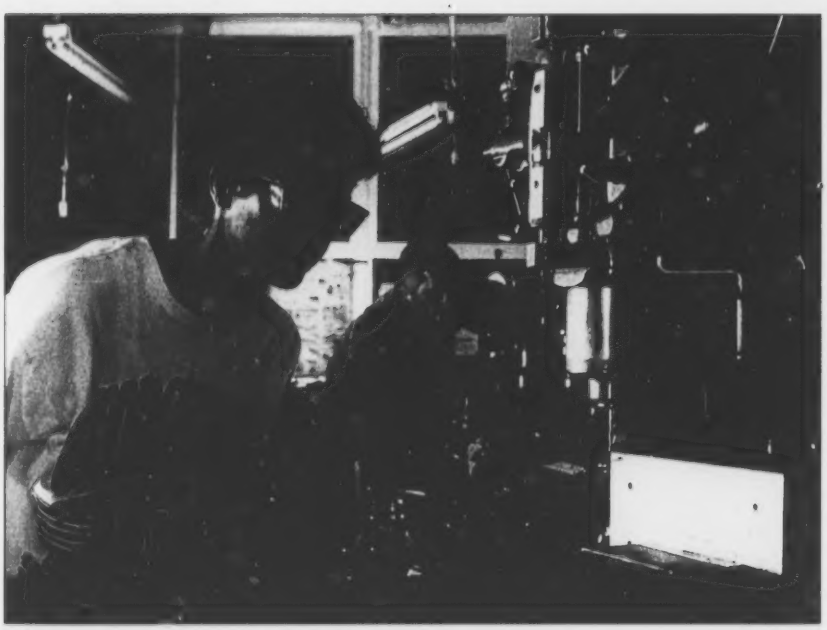
The following principles guided the implementation of this type of alternative assessment:

- Alternative assessment must be integrated within the school. It must be guided by the teacher according to teaching goals and is not directed by formal external exams.
- Alternative assessment must encompass the whole range of the curriculum and not limit itself to basic skills.
- The test items must be authentic in the sense that they represent real life problems or deal with subjects that have social, cultural, and intellectual relevance. Test items must therefore be set within a broad context and should not concentrate on marginal issues.
- The intellectual skills required to answer the test items must be tailored to the pupil's capabilities, and must be based on an empirical analysis of the items' level of difficulty.
- Grading must include verbal comments explaining errors.

The assessment must be carried out in a way that allows teachers to pinpoint areas in which improvement is needed.

So far, test item banks have been developed for the primary schools in Hebrew, mathematics, science, Jewish studies, and social studies. Each test item is accompanied by information concerning content (what the item tests) and certain psychometric values, such as empirically-based item difficulty.

The program was implemented with guidance in an experimental fashion in 1996 in about 100 schools. At the end of the school year, assessment of the direction and nature of the continuation of the project will be carried out.



4. RATES OF ATTENDANCE AND DROPPING OUT

The policy of the Ministry of Education is to prevent dropping out and to raise the percentage of those attending school. The stated objective is that every boy and girl, except in extreme cases, shall complete 12 full years of schooling. The education system is personally committed to each pupil, to assist and encourage him/her to continue their studies through Grade 12 and to work to the best of their ability.

In this respect there is no difference between studies at the compulsory education level (through Grade 10), or studies beyond that (Grades 11-12). Obviously, since schooling is not compulsory over age 16, nobody can force pupils to complete their studies in Grades 11 and 12, but the schools are obligated by the policy of the Ministry of Education to enable them to study and to encourage them to continue their schooling.

In recent years, preventing pupils from dropping out of formal studies has been one of the primary tasks of the education system. Schools are required to completely prevent those practices whereby the school itself initiates the removal of unwanted pupils. Instead, the school should try to increase the pupils' endeavors in their studies and prevent them from dropping out. In cases where placement in an alternative educational framework would be for the pupil's benefit, the school should assist him/her in finding the most suitable framework.

One of the main factors which influence dropping out is the transition between different educational frameworks. These problematic transitions are:

1. The transition from primary schools to lower secondary schools or to 4-year secondary schools;
2. The transition from lower secondary schools to upper secondary schools;
3. The transition between classes in the upper secondary school.

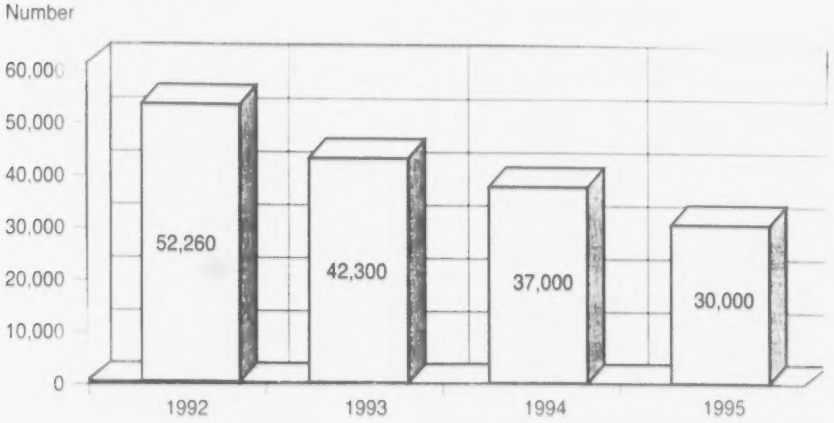
The Ministry is investing considerable effort in reducing this phenomenon (see p. 14).

Data on the extent of this problem and on trends in its reduction are presented as follows.

CHILDREN AND YOUTH WHO DID NOT ATTEND A MINISTRY-SUPERVISED SCHOOL OR OTHER FRAMEWORKS*
(AGES 6-17)

NUMBER OF CHILDREN AND YOUTH NOT ATTENDING SCHOOL

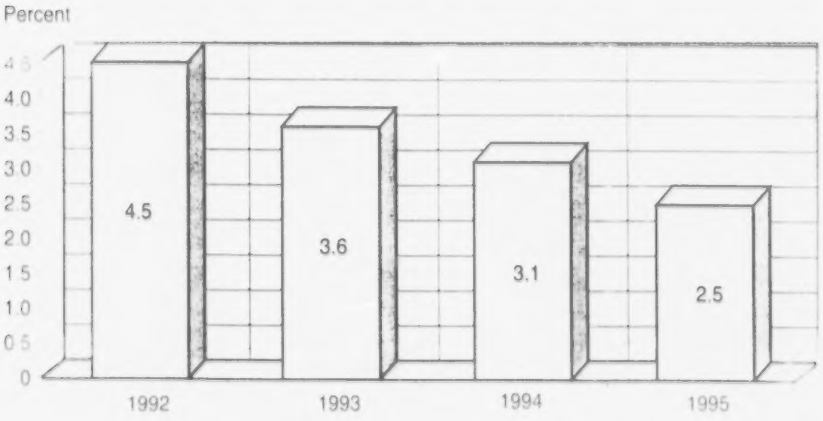
Source: Ministry of Education, Culture and Sport, based on CBS data



The graph reflects the gravity of the problem confronting the Ministry of Education, Culture and Sport.

In 1995, approximately 30,000 children and youth did not attend a school supervised by the Ministry, or any other educational framework. A comparison between 1992 and 1995 shows that there was a drop in the number of children and youth in this category (though it should be noted that these are only estimates). The number of these children and youth is higher in the non-Jewish sector than in the Jewish sector.

PERCENTAGE OF CHILDREN AND YOUTH NOT ATTENDING SCHOOL



* *Other frameworks such as those of the Ministry of Labor and Social Affairs.*

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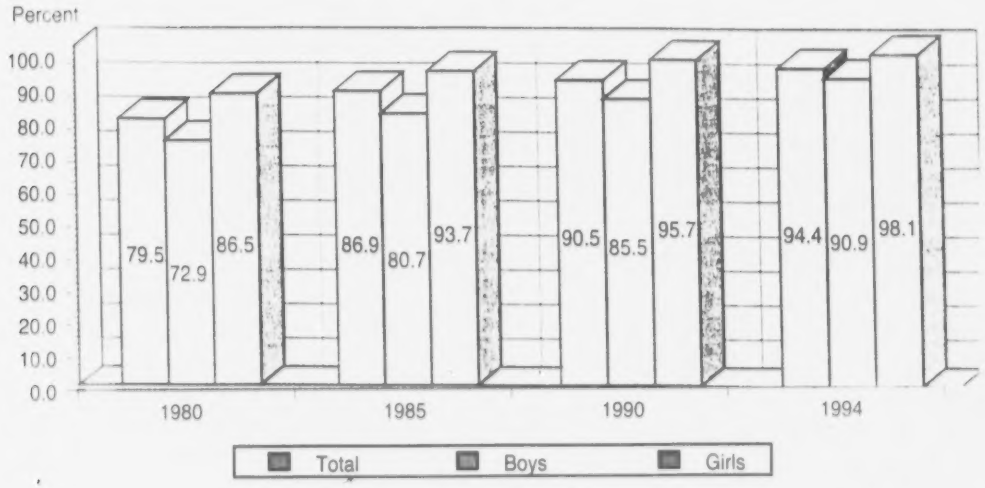
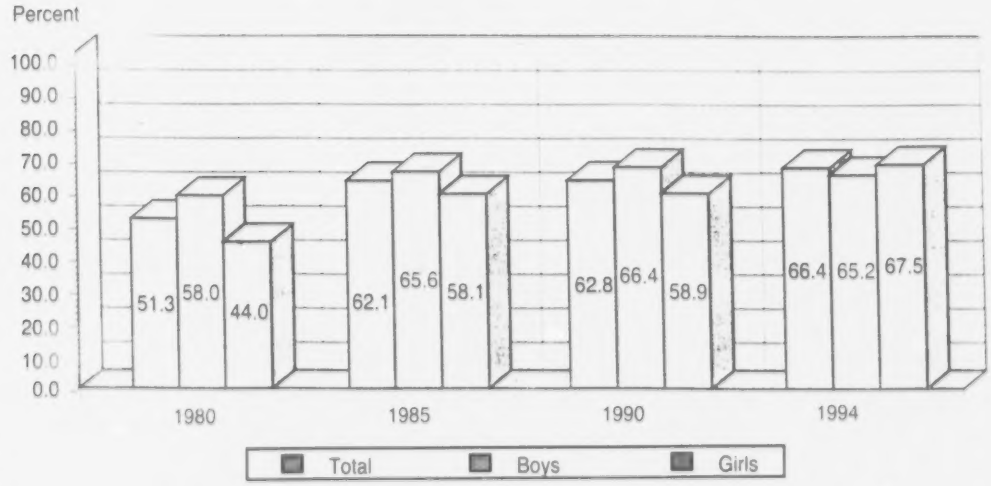
ATTENDANCE RATES* IN THE EDUCATION SYSTEM

Source: CBS

14-17 YEAR-OLDS IN HEBREW EDUCATION



14-17 YEAR-OLDS IN ARAB EDUCATION



The number of pupils has grown each year, both in Hebrew and in Arab education, and among both boys and girls. In Hebrew education, the percentage of female pupils is higher than that of male pupils every year. In Arab education too, after 1990, the percentage of female pupils is higher.

* *These figures relate only to pupils in institutions under the supervision of the Ministry of Education. If data from the Ministry of Labor and Social Affairs and the Ministry of Religious Affairs are added, the attendance rates will be higher.*

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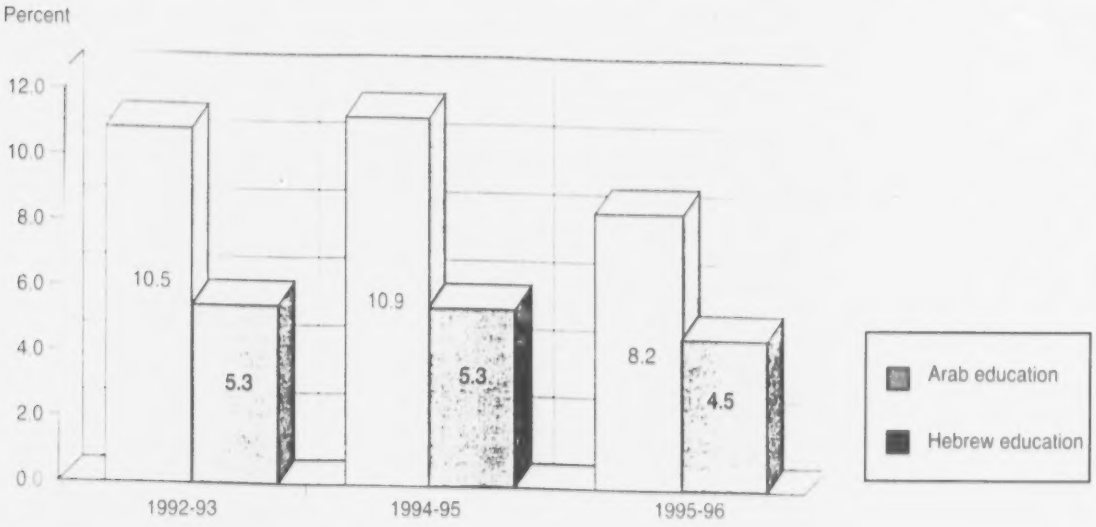
ANNUAL DROPOUT RATES* FOR PUPILS IN UPPER SECONDARY EDUCATION (GRADES 9-12)

Source: CBS



There has been a reduction in the dropout rate between 1995-96, when compared with previous years (1992-94).

Most pupils drop out between school years, while the others drop out in the course of the school year.

* *Annual dropout rates include pupils who have left school between Grade 9 and the end of Grade 12, in the schools under the supervision of the Ministry of Education, whether the pupils transferred to frameworks which are not under Ministry supervision or whether they ceased to attend any framework at all (i.e., dropped out from all educational frameworks).*

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HIGHER EDUCATION

SECTION 5

The higher education system comprises universities and non-university institutions of higher education which provide instruction in specific fields, such as business administration, technology, arts and crafts, and teacher training, at the bachelor's degree level only. It also includes regional colleges which offer academic courses under the auspices and academic responsibility of the universities.

A recent feature of the higher education system in Israel is the establishment of general colleges providing a broad spectrum of degree programs at the undergraduate level. These colleges are being established to meet the increasing demand for higher education that is expected to continue into the first decade of the twenty-first century.

MASTER PLAN FOR THE EXPANSION OF HIGHER EDUCATION*

Source: 1990 - 1995: CBS
1996 - 2000: Council for Higher Education and Ministry of Education, Culture and Sport

	1990	1994	1995	1996**	2000**
Total students	76,000	108,000	116,000	123,000	135,000
Students in colleges	8,300	16,800	19,400	28,000	36,500
Students in universities	67,700	91,500	96,600	95,000	98,500

By the year 2000, an increase of 16% over 1995 is expected in the number of students in institutes of higher education. Most of the increase will be in the colleges.

* *Until 1995 students in regional colleges were listed as university students. As of 1996 they are included in the data pertaining to colleges (5,000 students in 1995, 7,000 students in 1996). The figures do not include the Open University, which had approximately 24,000 students in 1995.*

** *Forecast.*

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MANAGEMENT OF THE HIGHER EDUCATION SYSTEM: THE AUTONOMY OF INSTITUTIONS

By law the institutions of higher education are autonomous in the conduct of their academic and administrative affairs within the framework of their approved budgets and their terms of accreditation.

The licensing and accrediting authority for higher education is the Council for Higher Education, an independent statutory body whose chairman is, ex-officio, the Minister of Education, Culture and Sport. In addition to the chairman, the council is composed of 19-24 members personally appointed by the President of the State of Israel, on the recommendation of the government. At least two-thirds of the members must be academics of standing. The Council has the sole power to accredit institutions of higher education and to authorize them to award academic degrees.

The council is empowered by law (see annex) to advise the government on the development and financing of higher education and scientific research. To this end, it has established a permanent subcommittee, the Planning and Budgeting Committee (PBC), which is based on the model of the former University Grants Committee of the United Kingdom. The main functions of the PBC are as follows:

- to submit to the government the ordinary and development budgets for higher education, taking into account the needs of society and the State, while safeguarding the academic freedom and viability of the institutions of higher education;
- to have exclusive authority to allocate to the institutions of higher education the approved ordinary and development global budgets provided by the government;
- to propose to the government and the Council for Higher Education plans for the development of higher education, including its financing;
- to express its opinion on all matters concerning higher education;
- to encourage efficiency in the institutions of higher education and to coordinate between them;
- to ensure that the budgets of the institutions are balanced.

Through its global and earmarked funding programs, the PBC funds about 60% of the total ordinary budgets of the institutions of higher education that it supports. Tuition and student fees cover about 20% and the remainder is derived from contributions and other sources. The PBC funds all institutions of higher education, except for teacher training colleges, which are funded and supervised by the Ministry of Education, Culture and Sport, and the academic programs of certain colleges, which are financed entirely from non-public funds.

METHODS OF EVALUATING THE PERFORMANCE OF INSTITUTIONS

The performance of the higher education system is evaluated on different levels:

- Evaluation by the Council for Higher Education, in particular through its Planning and Budgeting Committee (PBC). The PBC Annual Report provides relevant information and evaluation on planning, budgets, performance, and development of higher education.
- Internal evaluation of the various institutions of higher education. Periodic and special reports are regularly submitted to the governing and advisory boards and committees of each institution.
- The evaluation of the teaching staff and courses by the students has become common practice.
- External evaluation.

MATCHING THE NUMBER OF GRADUATES IN DIFFERENT FIELDS OF TRAINING WITH THE NEEDS OF THE EMPLOYMENT MARKET

In order to meet the growing demand for higher education graduates, the higher education system has rapidly expanded in recent years, in particular through the establishment of new colleges which offer a great variety of study programs.

Various mechanisms also exist to better match the demand for specialized education and training with the needs of the employment market, such as: funding, licensing and accrediting procedures applied by the Council for Higher Education and its Planning and Budgeting Committee, academic achievement and professional qualification demanded by individual institutions, license-granting authorities and professional associations, special incentives (such as grants and scholarships for students of science and engineering), in-service training and retraining activities, assistance granted for new immigrants and Israelis who return to the country after living abroad, etc.

GRADUATE UNEMPLOYMENT

Unemployment among higher education graduates is relatively low in comparison to segments of the population with less education, and in comparison with the situation in many other countries today.

In 1994, 10.5% of the population had post-secondary education, but only 4.6% of job seekers had this educational level. Even more impressive: while university graduates are 18.5% of the population, they constituted only 1.2% of the job seekers.*

A number of new immigrant higher education graduates, who came to Israel in recent years, still have a problem finding employment in their specific professions (as scientists, physicians, engineers, etc.), due to capacity limits of the labor market, license requirements, advanced age, or language difficulties.

PROVISIONS CONCERNING THE RECOGNITION OF STUDIES, DIPLOMAS, AND DEGREES IN HIGHER EDUCATION

The Council for Higher Education Law, 1958 (see annex) includes basic provisions for the recognition of academic studies, diplomas, and degrees in the Israeli higher education system.

Israel is part of the pertinent European Regional UNESCO Convention.

Each institution of higher education has its own procedures for accreditation of studies and recognition of diplomas and degrees of foreign students.

In addition, a committee of the Ministry of Education, Culture and Sport is responsible for the evaluation and recognition of diplomas and degrees from abroad for purposes of employment in the public sector.

* *Source: Based on CBS data.*

INFORMAL EDUCATION

SECTION 6

A. YOUTH AND SOCIETY

The Ministry of Education, Culture and Sport provides a wide range of informal educational programs and services for youth and society.

Major fields of activity include:

SOCIAL EDUCATION

Values education, education for democracy and tolerance, promoting moral judgment, preparation for life in a normative society, preparation for active citizenship, preparation for military service, Jewish and Zionist education, Israeli education, cultural heritage, teaching the heritage of the Holocaust and the heroism of that period, services and programs of informal education for Arab youth. In 1996, such activities were held in all classes in Grades 7-12.

FIELD STUDY, NATIONAL SERVICE, AND SOCIAL EDUCATION ("SHELACH") AND KNOWLEDGE OF THE COUNTRY

Nature studies and familiarization with sites of the Land of Israel, trips, task-oriented field days, history of the communities in Israel and of the Zionist settlement, knowledge of field and camping skills. This activity was undertaken during 1996 in 671 secondary schools.

YOUTH AND COMMUNITY

In 1996, 16,400 young activists and guides in youth and community centers were trained and involved in these activities.

- 82 secondary schools operated as community schools.
- Pupil and Youth Councils existed in 95 localities in conjunction with 7 regional councils and a national council.
- A personal commitment program, encouraging pupils to assist others within the community, included 65,000 youngsters in 100 localities.

ADVANCEMENT OF YOUTH AT RISK

Integration of youth in study frameworks and vocational training; prevention of delinquency, prevention of substance abuse and alcoholism, familiarity with Israeli society and culture, preparation for proper functioning and decent citizenship, nurturing of the individual potential, cultivating proper and normative patterns of behavior. In 1996 approximately 6,000 alienated youths were treated, as well as about 2,500 immigrant youths at risk.

YOUTH MOVEMENTS AND YOUTH LEADERSHIP TRAINING

Support of youth movements in their educational activities, assistance in youth leaders' education and in-service training, support of field trips, hikes and summer camps, incentives for local activities in develoрment towns, support of guidance and supervision.

HERITAGE OF ORIENTAL AND SEPHARDI JEWRY

Encouragement and development of activities linked to the heritage of Oriental and Sephardi Jews. The purpose is to integrate this rich heritage within the educational system as a whole and to further its recognition and appreciation by encouraging research, publications, creativity, in-service training and study activities, conferences and meetings, and assistance to academic institutions and specialized institutes.

B. ADULT EDUCATION

Adult education plays an important role in the educational process, based on the concept of lifelong education. Adult education not only reflects all the challenges of the education system, but of Israeli society as a whole. Activities in this area are targeted to all population sectors. In Israel, however, adult education has a special dimension due to the fact that it is a country absorbing immigrants from all parts of the world. These activities are carried out by the Ministry of Education as well as a wide range of non-governmental organizations and institutions.

The objectives of the Ministry of Education, Culture and Sport in the area of adult education are:

- To inculcate the Hebrew language and its culture in new immigrants, and in particular, to divert specific resources for the absorption of Ethiopian immigrants in the area of language, culture and education within Israeli society.
- To reduce the educational gaps within the adult population in Israel; to expand the frameworks of primary and secondary education in the Jewish sector, as well as the Arab and Druze sectors.
- To expand the knowledge and horizons of the adult learner, and to provide him with opportunities to enrich the areas of his interest, inter alia, through the development of hobbies and creative talents.
- To provide tools for developing skills that will improve adults' functioning in their various roles within the family and community.

PARTICIPATION IN ADULT EDUCATION

Source: Pre-academic preparatory programs, ulpan and popular universities - The Central Bureau of Statistics.
Primary and secondary education - Ministry of Education, Culture and Sport, Adult Education Division.

	Pre-academic preparatory programs	Preliminary ulpan programs	Primary education	Secondary education	Popular universities
1990	6,001	-	-	-	-
1991	6,784	138,152	-	-	19,276
1992	7,669	116,985	6,300	5,800	20,190
1993	7,789	77,871	6,950	6,300	23,368
1994	7,807	64,304	7,900	8,600	28,684
1995	8,588	67,004	9,500	10,500	31,349
1996 (forecast)		68,000	9,500	11,000	

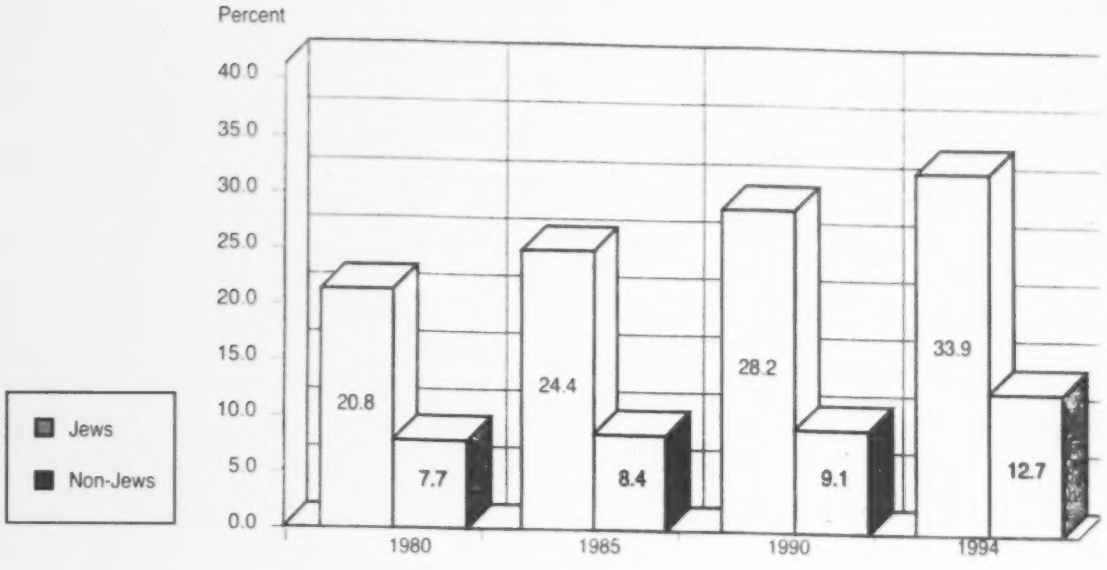
During the years of the greatest immigration - 1991 and 1992 - more than 100,000 adults were enrolled in preliminary Hebrew language class (ulpan) programs. In later years there was a reduction in this number.

The number of students in pre-academic preparatory programs was close to 9,000. There were around 10,000 students enrolled in primary and secondary education programs, in each of the study frameworks. The number of students in the popular universities exceeded 31,000. In all of these frameworks, the number of students increased from year to year.

Indications of the results of the activities by the education system can be seen in the growing rate of persons with higher education (13 years of study or more). These trends are present in both the Jewish population and the non-Jewish population.

PERSONS WITH HIGHER EDUCATION AMONG THE GENERAL POPULATION (13 YEARS OR MORE OF SCHOOLING)

Source: Central Bureau of Statistics



The number of persons with higher education among the Jewish population grew between 1980 and 1995 by about 63% (from 20.8% to 33.9%); among the non-Jewish population, the number of persons with higher education grew about 65% (from 7.7% to 12.7%).

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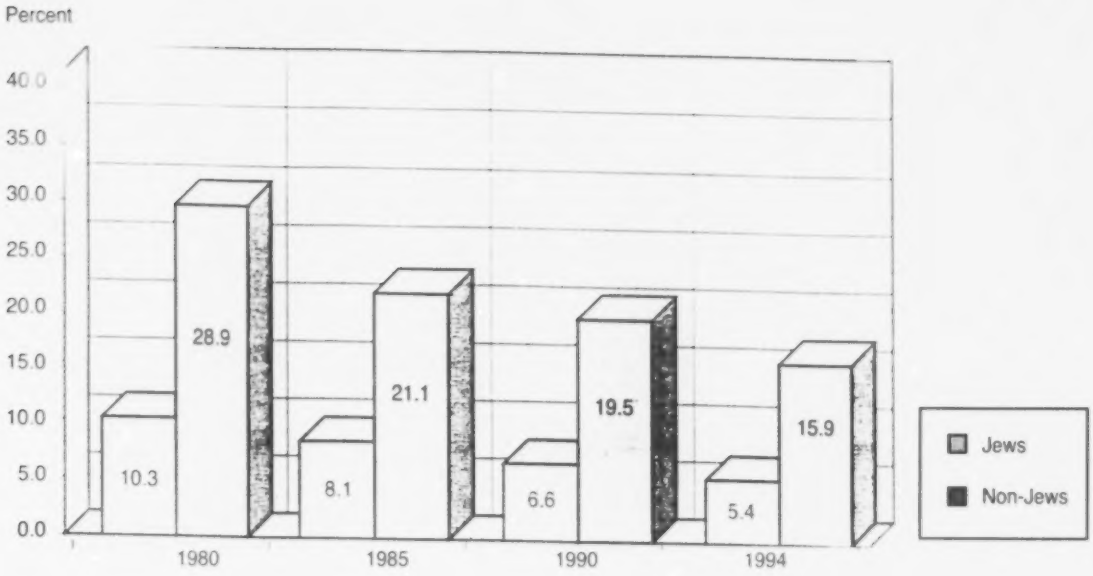
PERSONS WITH LITTLE FORMAL EDUCATION
(0 - 4 YEARS OF SCHOOLING)

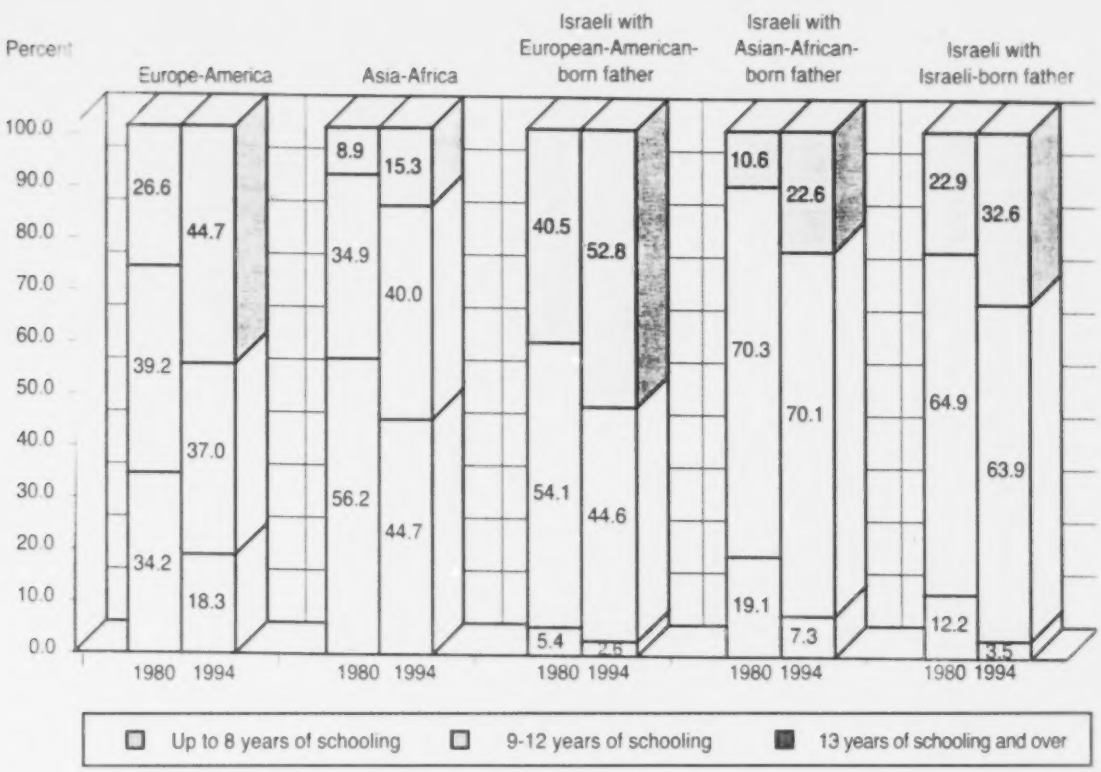
Source: Central Bureau of Statistics



The number of persons with little or no formal education (0 - 4 years of schooling) decreased among the non-Jewish population, from 28.9% in 1980 to 15.9% in 1994. Among the Jewish population, the numbers fell from 10.3% to 5.4%.

PERSONS WITH HIGHER EDUCATION, AND THOSE WITH LITTLE FORMAL EDUCATION AMONG THE JEWISH POPULATION, BY CONTINENT OF BIRTH (IN PERCENTAGES)

Source: Central Bureau of Statistics



Along with an increase in the percentage of persons with higher education, there was a reduction in all population groups of the percentage of those with little formal education. However, there are still significant differences between groups of various origins.

C. COMMUNITY CENTERS

The concept of the community center, or "matnas" (center for culture, youth, and sports) as it is commonly known in Israel, developed as new ways were sought to promote social processes in developing communities and weaker populations.

The community centers' essential goal is to improve the quality of life in the community. Main areas of activity of the 170 community centers include the social absorption of immigrants, community communications (cable TV, local radio, local newspapers and computer-based communication), study centers, art and culture, healthy lifestyle and sports, national heritage, education for science and technology, active recreation for the disabled, and international cooperation with institutions around the world connected with community education.

The Israel Association of Community Centers Ltd. (IACC) provides the organizational framework on the national level. The IACC board of directors includes public representatives, representatives of governmental and municipal authorities, and of institutions such as JDC-Israel and the Jewish Agency. The Ministry of Education, Culture and Sport contributes the major share of the IACC budget.

EDUCATIONAL RESEARCH AND INTERNATIONAL EXCHANGE

SECTION 7

EDUCATIONAL RESEARCH

All universities in Israel are actively engaged in educational research. Further research is done in a number of public and private research institutions.

MAIN TOPICS OF ISRAELI RESEARCH IN EDUCATION, 1975-1995

The following table provides a summary of educational research in Israel between 1975 and 1995 (by topic).

The main topics are teaching methods, curriculum and student achievement.

NUMBER OF PUBLICATIONS BY TOPIC, 1975-1995

Source: Institute for the Study of Educational Systems (ISES).

School Settings	
Boarding Schools	247
Kibbutz Education	202
Special Education and Mainstreaming	93
Religious Education	483
Arab Education	111
Informal Education	61

Participants in the Educational Process	
Students	
Student Achievement	570
Student Attitudes	348
Disadvantaged Students	443
Gifted Students	88
Immigrant Students	51
Dropouts	15
Social Integration	244
Teachers	356
Principals	122
Supervisors	26
Parents	54

General Issues	
Curriculum	694
Teaching Methods	754
Reading Instruction	77
Educational Policy	382
Allocation of Resources, Budgets, and Cost of Education	31
School Effectiveness	39
Autonomy in Education	119
Schools with Special Orientation	16
"Gray Education" - Supplementary School Programs	8
Parental Choice	2

RESEARCH SPONSORED BY THE MINISTRY OF EDUCATION, CULTURE AND SPORT

The Chief Scientist's Office and various Ministry departments initiate and commission, and, in certain cases, conduct research to provide information on educational issues to policy makers and executives.

To obtain this goal, four basic types of research are conducted

- **EVALUATION RESEARCH**
  The implementation of government policy, programs and reform is continually evaluated in order to provide up-to-date data on the extent of success in obtaining policy goals. Long-term evaluation is especially necessary when changes and new programs are introduced.

- **PUPIL ATTITUDE SURVEYS**
  The Ministry of Education is interested in collecting information on pupil attitudes on a yearly basis. The apparatus for collecting such information is currently being developed. The intent of such a survey is to examine pupil attitudes towards a wide range of issues such as personal and social values, identity, civil institutions, schooling, leisure activities, sexual behavior, substance abuse, etc. Compiling this information on a yearly basis will enable policy-makers to perceive trends in these important areas of interest.

- **ASSESSMENT RESEARCH** (see p. 82)

- **BASIC RESEARCH**
  Although basic research into educational issues is traditionally conducted by academic institutions, the Ministry of Education views supporting and learning from such research as one of its objectives. In order to achieve this goal, grants are awarded on a yearly basis to researchers in the field of education. Criteria for judging research proposals are academic in nature.

INTERNATIONAL EXCHANGE PROGRAMS

Various institutions offer exchange programs for youth, students, educators, lecturers and researchers in academic institutions.

Each year, many delegations of youth and young adults travel from Israel overseas accompanied by educators, and vice versa - numerous delegations from other countries come to Israel, touring all over the country.

A major organization operating in this area is the Public Council for Exchange of Youth and Young Adults, which annually supports hundreds of Israeli delegations in their travels and assists delegations arriving from abroad.

Among the organizations which encourage and support these exchanges of youth and young adults are the Jewish Agency (exchanges between Jewish youth and students from Israel and the Diaspora), and many municipalities and local authorities as part of "twinned cities" agreements, or through direct contacts between schools and educational institutions.

An exchange of educators with various countries takes place within the framework of special educational agreements between Israel and certain countries, through cultural agreements between Israel and other states, and through cooperation between Israeli teacher unions and their counterparts abroad.
In-service courses for teachers from overseas are offered in Israel in different educational fields. Israel's academic institutions have numerous agreements with institutions overseas, through which they conduct exchanges of lecturers and educational researchers.

The important contributions from various Israeli foundations, national and private foundations from abroad, and international funds for promoting international exchanges of all kinds, should also be mentioned here.

These exchange programs are designed to develop close, friendly relations, to increase people's knowledge and broaden their horizons concerning Israeli society and culture, and to bring about mutual professional growth.

THE DEVELOPMENT OF EDUCATION - FACTS AND FIGURES

SECTION 8

INTRODUCTION

The education system has gone through several stages of development since the founding of the state. The 1950s saw a period of mass immigration, during which the education system had to supply basic education to a quickly expanding population, despite the severe limitations of the educational infrastructure: a shortage of schools and classrooms, a shortage of qualified teachers, low educational level among parents and a severe economic crisis.

The mass immigration brought a change in the makeup of the pupil population in primary education - the percentage of weaker pupils grew and it became necessary to reform the structure of the education system.

The reform instituted pluralism within frameworks of learning and programs of study while taking into account the needs of the weaker population. With the end of selection in secondary education and the adoption of an equal opportunity approach, each child was given the chance to fully develop his/her potential.

The end of the 1970s and the beginning of the 1980's saw a sharp increase in the secondary education attendance rate. Between the years 1979/80 and 1989/90, the number of pupils in secondary education grew by 55%.

From 1990, there was a new large wave of immigration to Israel. During the years 1990 through 1995, approximately 700,000 immigrants arrived, increasing the population of Israel by more than 15%. The total number of pupils grew by 18% during these years, mostly as a result of this immigration.

The data in this section relates to the education system, from pre-primary up to higher education. Most of the data does not include pupils attending institutions outside the auspices of the Ministry of Education, Culture and Sport, such as apprenticeship schools, industrial schools or yeshivot.

This section presents data about the development of education in two key areas:

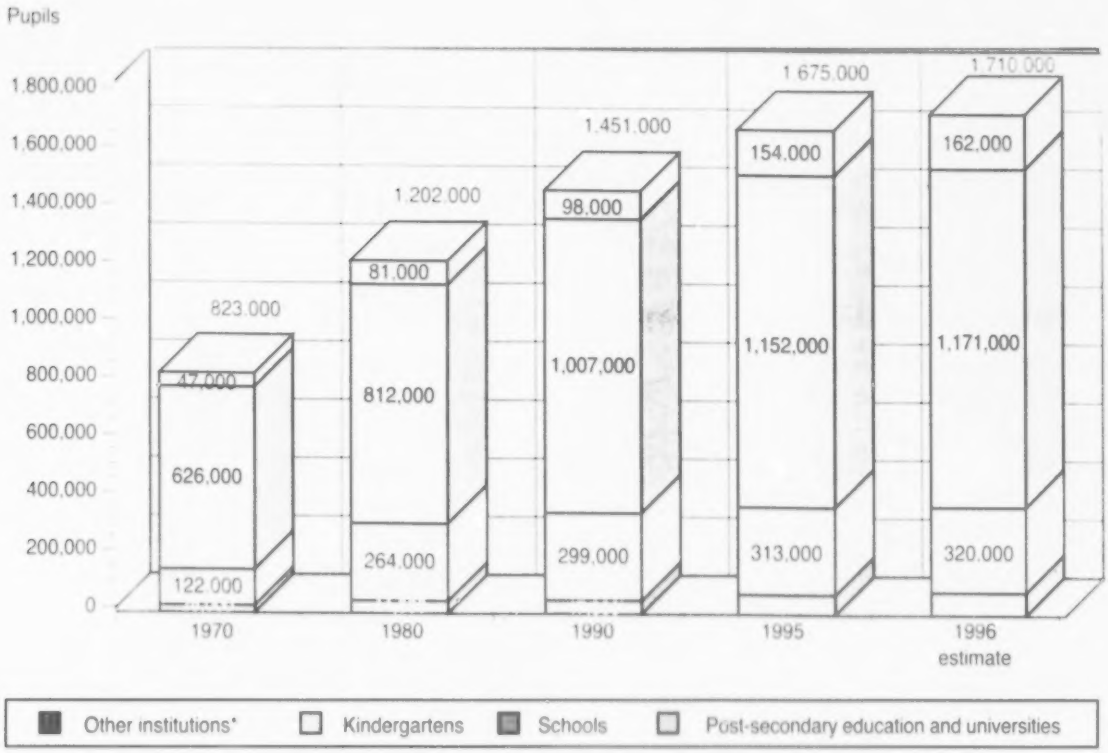
1. **Pupils and students in the education system.**
2. **Teaching personnel in the education system.**

I. PUPILS AND STUDENTS IN THE EDUCATION SYSTEM

A. AN OVERVIEW

PUPILS AND STUDENTS IN THE EDUCATION SYSTEM

Source: CBS



The number of pupils and students in the entire education system, from pre-primary through higher education, rose from 823,000 in 1970 to 1,710,000 in 1996 - an increase of 108% (more than double). The pupil and student population comprises 30% of the national population. The average annual increase during this period was 2.9%.

* *Other institutions - includes educational frameworks of the Ministry of Labor and Social Affairs, and the Ministry of Religious Affairs.*

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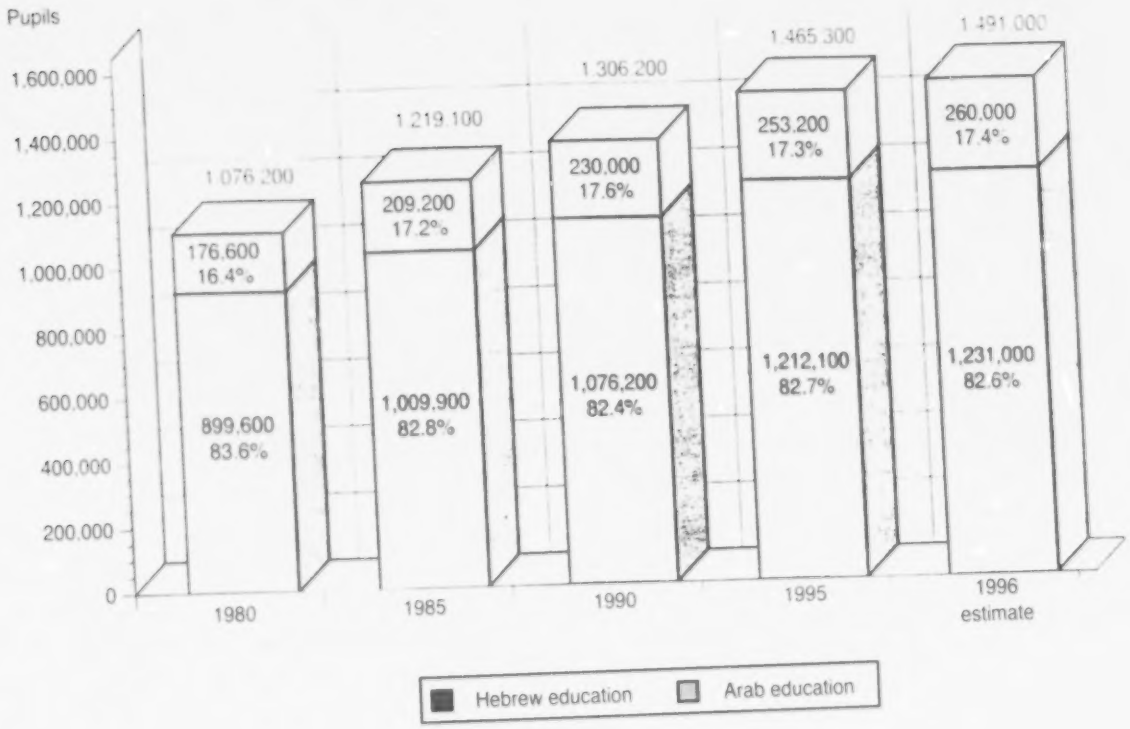
NUMBER OF PUPILS IN HEBREW EDUCATION AND IN ARAB EDUCATION* - KINDERGARTENS AND SCHOOLS

Source: CBS



Since 1980, Hebrew education has increased by 37%, and Arab education by 47%.

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* *Pupils in Arab education include pupils in the Druze and Bedouin sectors.*

B. PUPILS IN THE EDUCATION SYSTEM BY LEVEL

NUMBER OF PUPILS* IN SCHOOLS BY SECTOR AND BY LEVEL, 1996 (THOUSANDS OF PUPILS)

Source: Ministry of Education, Culture and Sport, Economics and Statistics Division

Sector	Total	Primary education	Lower secondary education	Upper secondary education
Total	1,171	690	193	288
Hebrew	938	540	152	246
Arab	169	108	28	33
Bedouin	36	26	6	4
Druze	28	16	7	5

There are approximately 1,170,000 pupils in schools: about 80% of them are in the Hebrew sector, about 14% are in the Arab sector, about 3% in the Bedouin sector, and about 2% in the Druze sector.

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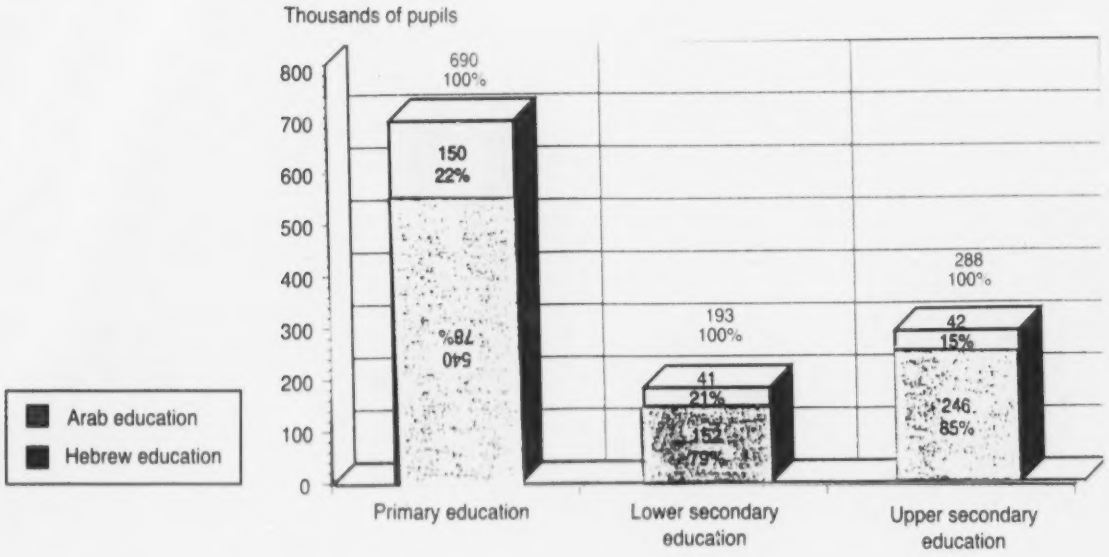
* *The figures in this table do not include kindergartens and higher education.*

PUPILS IN HEBREW AND ARAB* EDUCATION BY LEVEL, 1996

Source: Ministry of Education, Culture and Sport,
Senior Division of Information Systems



Pupils studying in Arab education represent 22% of the pupils at the primary level, 21% of the pupils at the lower secondary level, and 15% of the pupils at the upper secondary level.

The data shows that the number of pupils in Arab education as a percentage of the total number of pupils in the upper secondary level is lower than in primary education. This can be partly explained by the fact that dropout rates in Arab secondary schools are higher than those in the Hebrew sector. This also results from the different age composition of the Arab population, where there is a larger proportion of younger children.

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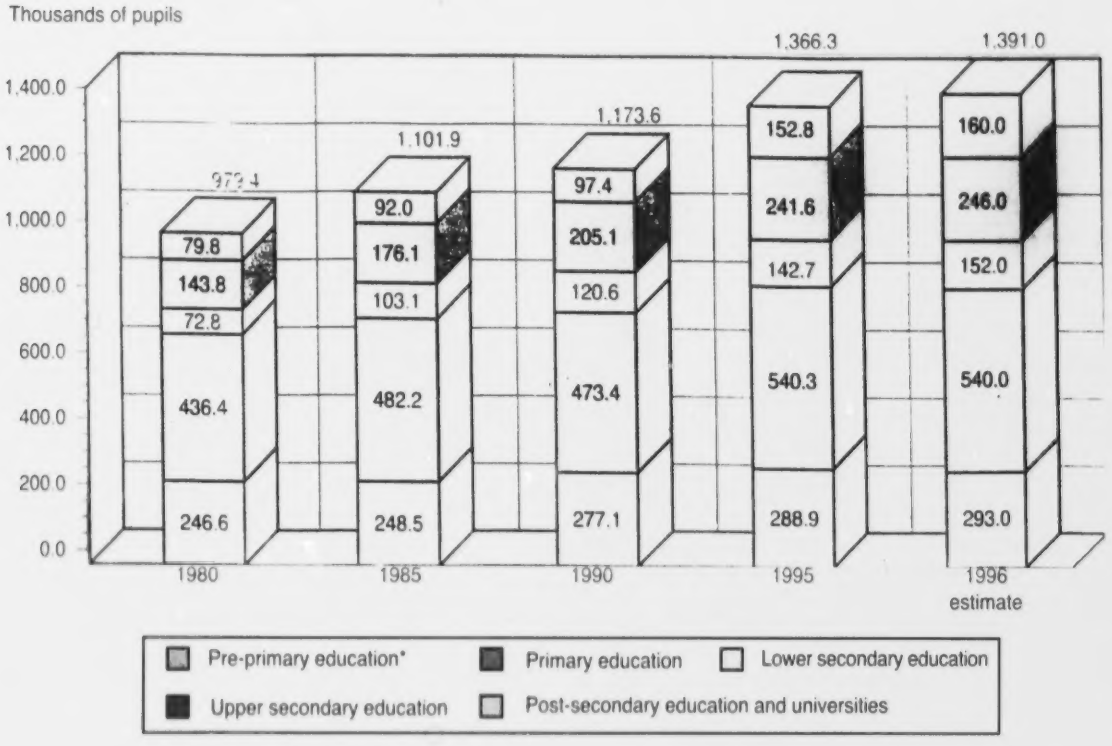
* *Figures for pupils in Arab education also include the Druze and Bedouin sectors.*

NUMBER OF PUPILS AND STUDENTS IN HEBREW EDUCATION BY LEVEL

Source: CBS



The number of pupils and students in Hebrew education has risen steadily. Between 1990 and 1996, the number of pupils and students has increased by 19%. The number of pupils in lower and upper secondary schools during this period rose by approximately 22%, and the number of students in post-secondary schools and universities by about 64%.

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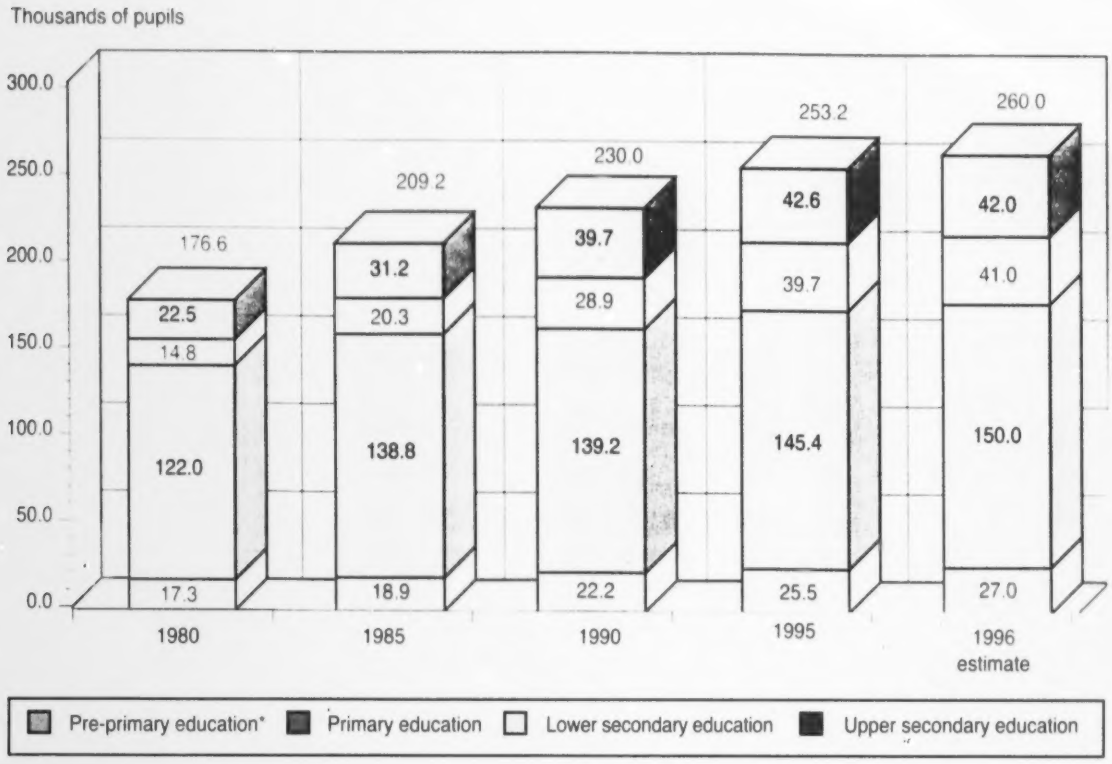
* *Ages 2-5*

NUMBER OF PUPILS IN ARAB EDUCATION BY LEVEL

Source: CBS



There has been a significant increase in the number of pupils in Arab education, mainly in the secondary level (lower secondary and upper secondary schools): between 1980 and 1996, the number of pupils in the lower secondary level increased by 177%, and in the upper secondary level by 87%. This increase in the number of secondary school pupils is due to a reduction in dropout rates, the natural growth rate in these age groups, and an increase in the frameworks for lower secondary education.

* *The figures for the number of pupils in kindergartens in Arab education refer only to compulsory kindergartens. The number of pupils including pre-compulsory kindergartens is estimated at 58,300 for 1994. The figures do not allow for a more detailed picture of Arab pre-primary education.*
Pupils in Arab education also include pupils in the Druze and Bedouin sectors.

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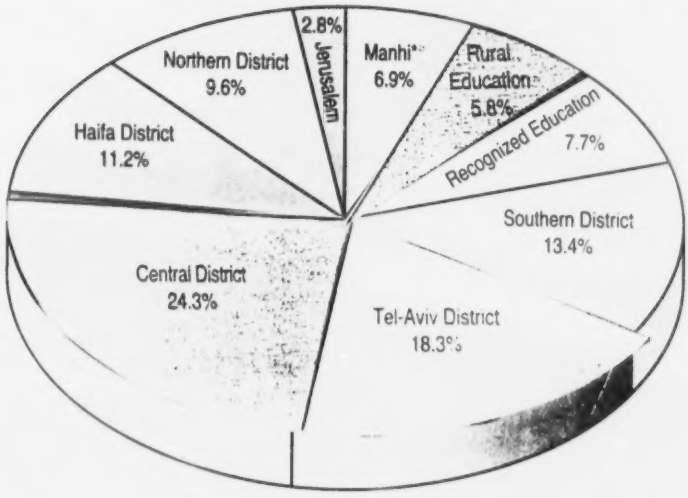
PUPILS IN SCHOOLS IN HEBREW EDUCATION BY DISTRICT* - 1996

Source: Ministry of Education, Culture and Sport
Economics and Statistics Division

Total: 938,000 pupils in Hebrew education



The Central District is the largest in Hebrew education, and it includes one-fourth of all pupils. The Tel-Aviv and Central Districts combined include 43% of all pupils in Hebrew education.

In should be noted that in Arab education, including the Druze and Bedouin sectors, approximately 50% of the 233,000 pupils are in the Northern District. The remainder are divided among the other districts.

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* *Administrative districts of the Ministry of Education, Culture and Sport.*
** *Jerusalem Educational Administration (Municipal).*

SUMMARY OF DATA:
PUPILS, CLASSES, TEACHING POSTS (FULL-TIME)
(HEBREW EDUCATION AND ARAB EDUCATION COMBINED)

Source: Based on data from the Central Bureau for Statistics and the Ministry of Education, Culture and Sport - Economics and Statistics Division

School year	Number of pupils	Number of classes	Number of teaching posts (full-time)	Average number of pupils per class	Average number of hours per pupil	Average number of hours per class
Primary education (including special education)						
1980	558,400	21,009	27,949	26.6	1.50	39.9
1985	621,000	23,060	29,753	26.9	1.44	38.7
1990	612,600	22,757	28,372	26.9	1.39	37.4
1995	685,700	25,065	38,127	27.4	1.67	45.6
1996*	690,000	25,200	39,920	27.4	1.74	47.5
Lower secondary education						
1980	87,600	3,084	7,254	28.4	1.99	56.5
1985	123,400	4,151	9,203	29.7	1.79	53.2
1990	149,500	4,894	10,195	30.5	1.64	50.0
1995	182,400	5,916	13,139	30.8	1.73	53.3
1996*	193,000	6,260	14,380	30.8	1.79	55.1
Upper secondary education						
1980	166,300	6,316	14,515	26.3	2.09	55.2
1985	207,300	7,295	17,165	28.4	1.99	56.5
1990	244,800	8,517	20,140	28.7	1.97	56.8
1995	284,200	10,098	24,367	28.1	2.06	57.9
1996*	288,000	10,240	24,710	28.1	2.06	57.9

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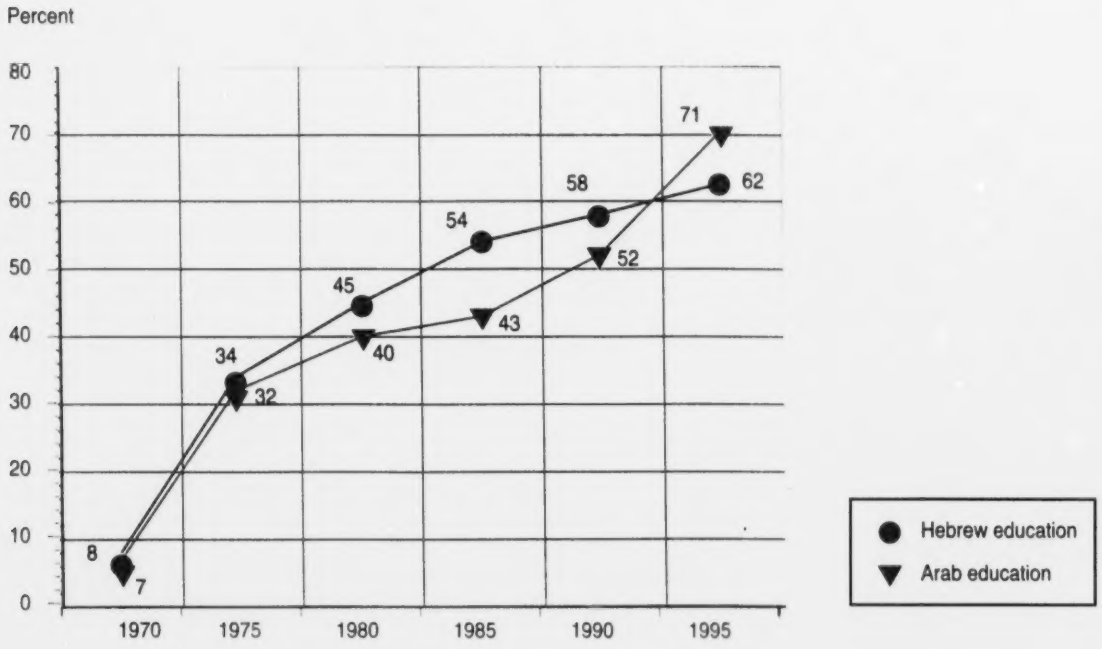
* *Estimates of the Economics and Statistics Division, based on data from the CBS and the Ministry of Education, Culture and Sport.*

C. PUPILS IN THE EDUCATION SYSTEM BY LEVEL AND SPECIALIZED GROUPINGS

PERCENTAGE OF PUPILS STUDYING IN LOWER SECONDARY SCHOOLS OUT OF TOTAL NUMBER OF PUPILS IN GRADES 7-9

Source: The Ministry of Education, Culture and Sport and the CBS



The Ministry of Education, Culture and Sport has consistently expanded the lower secondary schools, in both Hebrew and Arab education. Since 1990, there has been a particularly sharp increase in Arab education, with 71% of the pupils studying in lower secondary education. In 1995, 62% of the pupils in Hebrew education were studying in lower secondary education.

LOWER SECONDARY SCHOOLS IN THE OFFICIAL REGULAR EDUCATION SYSTEM* - 1996

(PROVISIONAL FIGURES)

Source: Ministry of Education, Culture and Sport, Educational Institutions File

	Number of pupils (in thousands)	Percentage of pupils in Grades 7-9
National total	189	73
Total for Hebrew education	150	73
State education	125	76
State-religious education	25	62
Total Arab education	39	71
Arab sector	26	66
Bedouin sector	6	75
Druze sector	7	95

Lower secondary schools in the official education system include 73% of the total number of pupils; 73% in Hebrew education and 71% in Arab education. The Druze sector has a particularly high percentage of 95%.

* *There are differences between the figures in this table and the figures from the previous table concerning lower secondary schools (see p. 114). These differences are due to:*

a. Non-inclusion here of data on recognized education (non-official) and special education.

b. Certain differences between the Ministry of Education and the CBS in defining institutions according to educational level.

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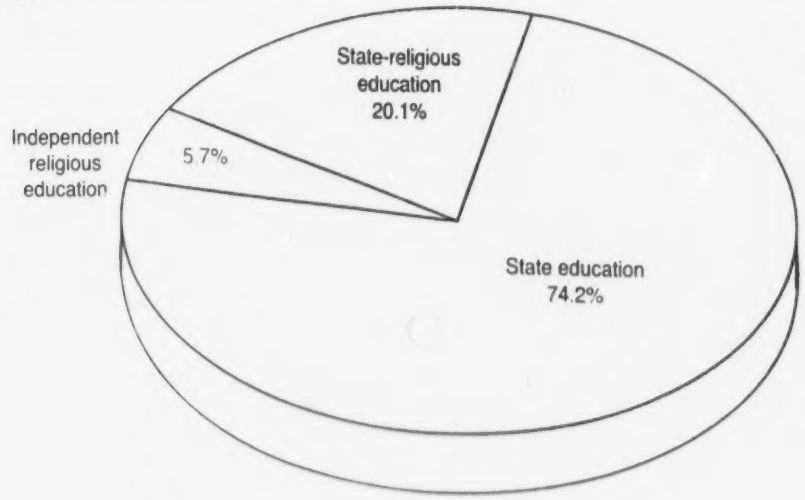
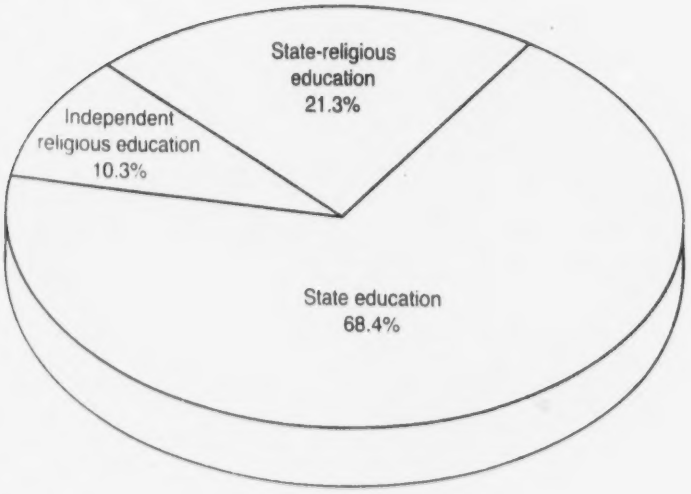
PUPILS IN HEBREW PRIMARY EDUCATION BY SUPERVISION

Source: CBS

1980

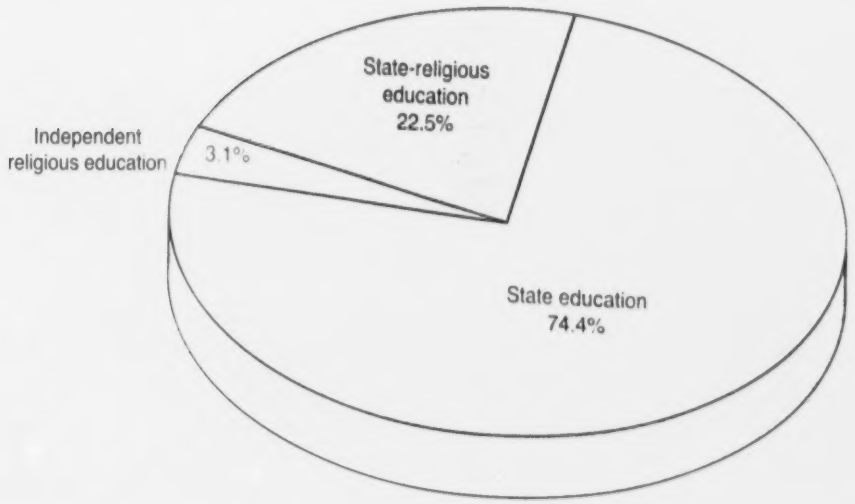


1995

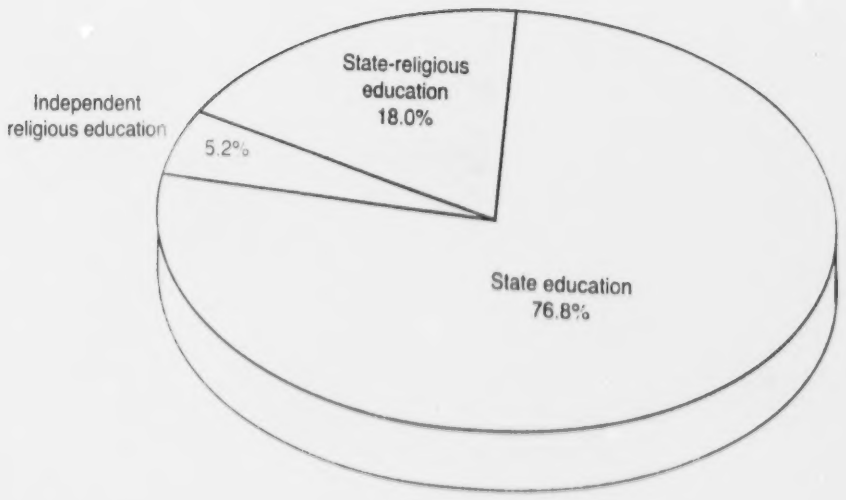


PUPILS IN HEBREW SECONDARY EDUCATION BY SUPERVISION

1980



1995



Between the years 1980 and 1995, the number of pupils in State education decreased at the primary level, and increased at the secondary level. During this period, the number of pupils in State-religious education increased at the primary level and decreased at the secondary level. Orthodox religious education expanded in both the primary and secondary levels.

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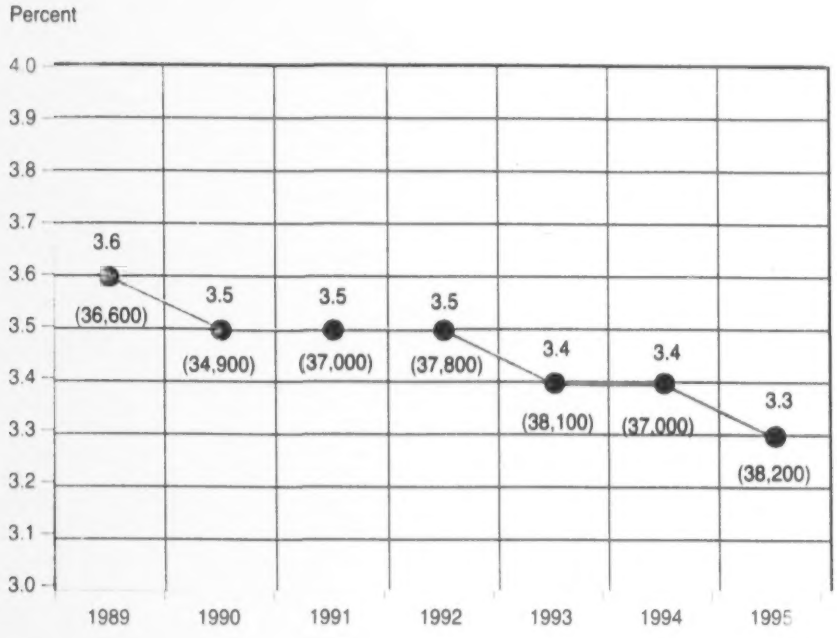
PUPILS IN SPECIAL EDUCATION (HEBREW EDUCATION AND ARAB EDUCATION)

PUPILS IN SPECIAL SCHOOLS AND IN SPECIAL CLASSES LOCATED IN REGULAR SCHOOLS

Source: Based on data from the CBS

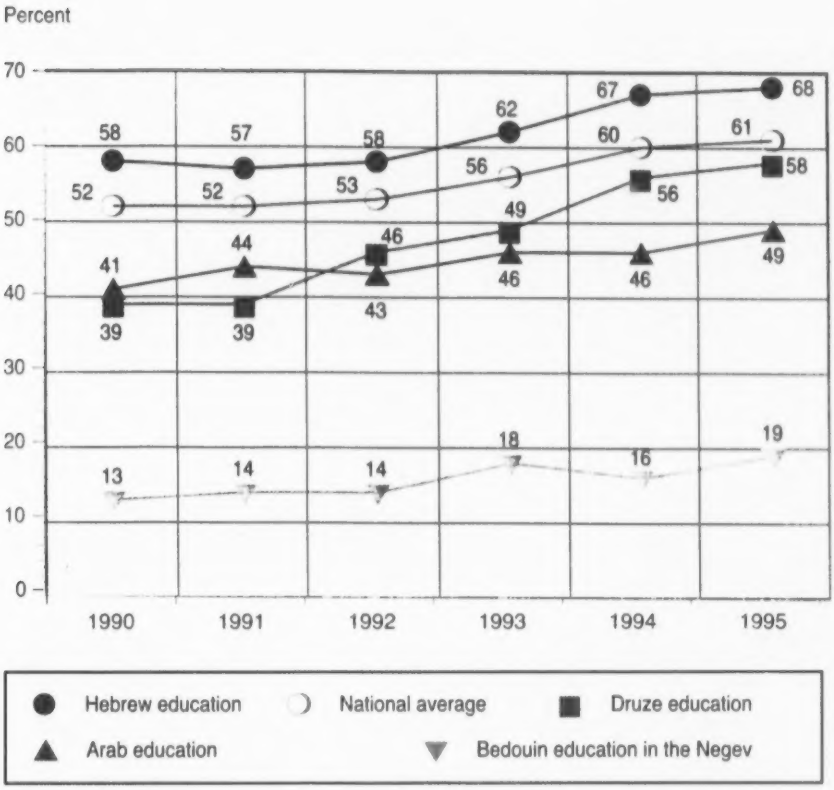


The number of pupils in special education in these types of frameworks has remained stable in recent years. The percentage of such pupils out of the total number of pupils decreased from 3.6% in 1989 to 3.3% in 1995. In addition to these pupils, there are pupils in special kindergartens, in special treatment classes, and pupils in integrated classes.

The numbers in parentheses refer to the number of pupils in special education frameworks.

PERCENTAGE OF MATRICULATION EXAMINEES IN THE AGE GROUP*

Source: Ministry of Education, Culture and Sport;
Economics and Statistics Division
Information Center of the Examinations Division and the Senior Division of Information Systems

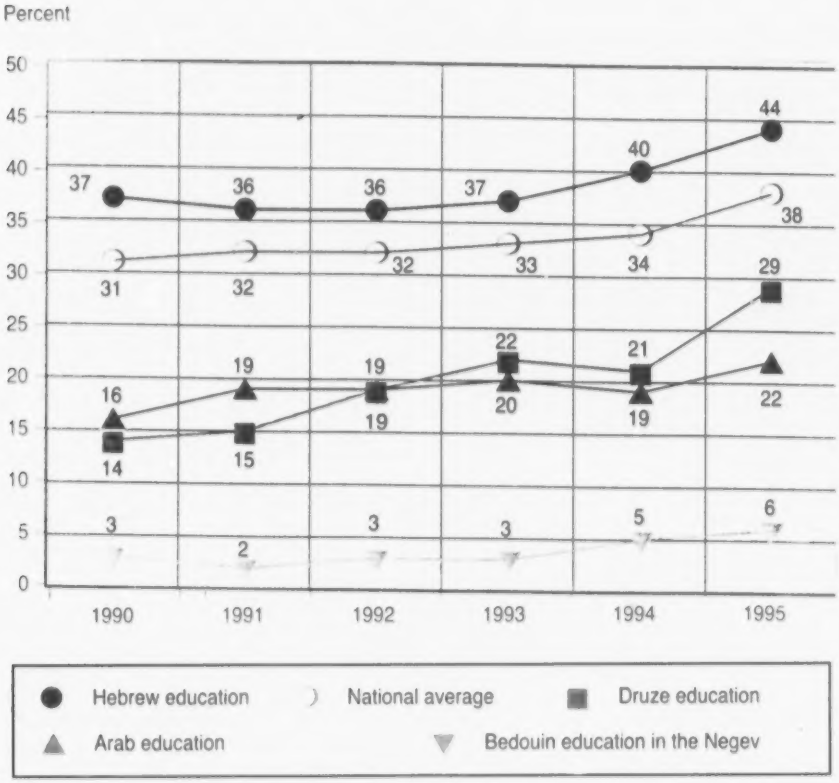


The graph shows a steady increase in the percentage of matriculation examinees in the relevant age group, particularly in recent years.

* *Age 17 in the population.*

PERCENTAGE OF THOSE ENTITLED TO MATRICULATION CERTIFICATES IN THE AGE GROUP*

Source: Ministry of Education, Culture and Sport
Economics and Statistics Division
Examination Information Center of the Examinations Division and the Senior Division of Information Systems



The graph shows that over the years there has been an increase in the percentage of those who are entitled to matriculation certificates in the age group, primarily in recent years.

* *Age 17 in the population.*

STUDENTS IN POST-SECONDARY EDUCATION AND UNIVERSITIES

STUDENTS IN TRAINING COLLEGES FOR TEACHERS AND KINDERGARTEN TEACHERS

Source: CBS

	Hebrew education	Arab education	Total	Those studying towards a bachelor's degree
1980	11,285	485	11,770	10,127
1985	12,482	423	12,905	4,618
1990	12,333	576	12,909	1,033
1995	18,380	1,193	19,573	

In recent years there has been a significant increase in the number of students in training colleges for teachers and kindergarten teachers.

More than half of the students are also studying towards a bachelor's degree in education.

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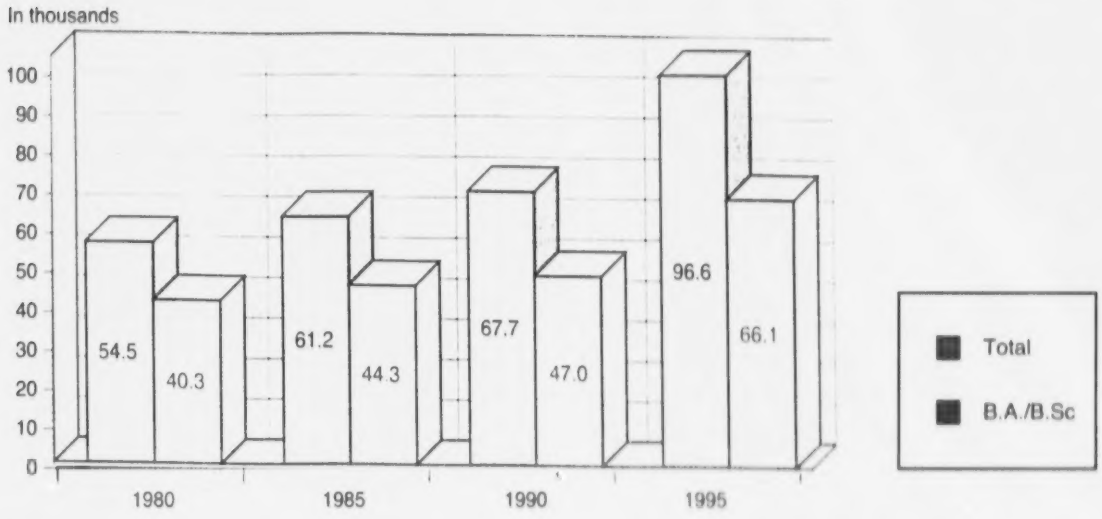
UNIVERSITY STUDENTS*

Source: CBS



There was particularly rapid growth in the number of students in the universities between 1990 and 1995. The number of students increased by 43% over the course of these years.

(For figures relating to all students in higher education, see p. 89)

* *Jewish and non-Jewish students.*

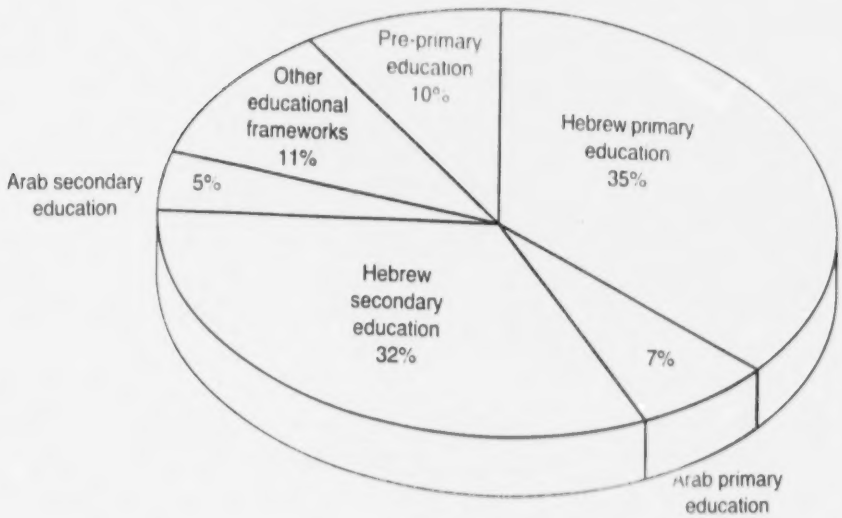
2. TEACHING PERSONNEL IN THE EDUCATION SYSTEM

A. TEACHERS IN THE EDUCATION SYSTEM BY LEVEL

TEACHERS* IN THE EDUCATION SYSTEM BY LEVEL - 1996

Source: Ministry of Education, Culture and Sport, Economics and Statistics Division

Total: 130,000 teachers and kindergarten teachers



Almost 80% of teaching personnel teach in schools which are under the supervision of the Ministry of Education, Culture and Sport. 10% teach in kindergartens and 11% teach in other frameworks (adult education, teacher training colleges, Talmud-Torah institutions, schools under the supervision of other ministries).

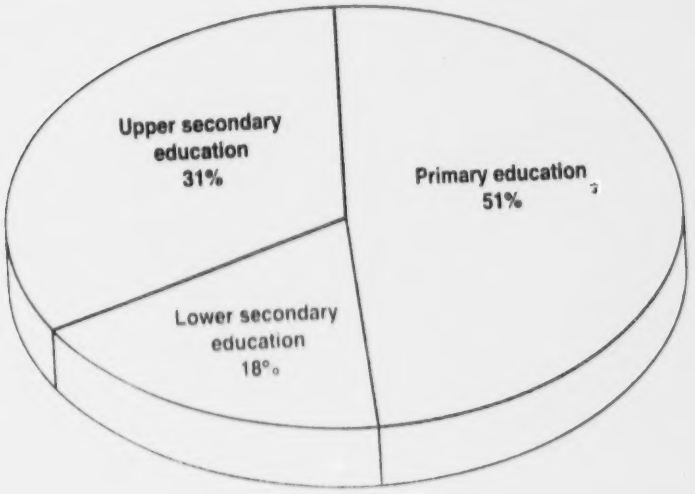
* *Teachers in Arab education also include teachers in the Druze and Bedouin sectors. This is true for all figures relating to teachers in Arab education in this section.*

TEACHING POSTS (FULL-TIME POSTS) IN SCHOOLS, 1996
(PRELIMINARY FIGURES)

Source: Ministry of Education, Culture and Sport,
Economics and Statistics Division

	Total	Hebrew education	Arab education
Total	79,010	66,050	12,960
Primary Education	39,920	32,600	7,320
Lower Secondary	14,380	11,740	2,640
Upper Secondary	24,710	21,710	3,000

In 1996, there were approximately 79,000 teaching posts (full-time). Thereof, 51% are in primary education, 18% in lower secondary education and 31% in upper secondary education.



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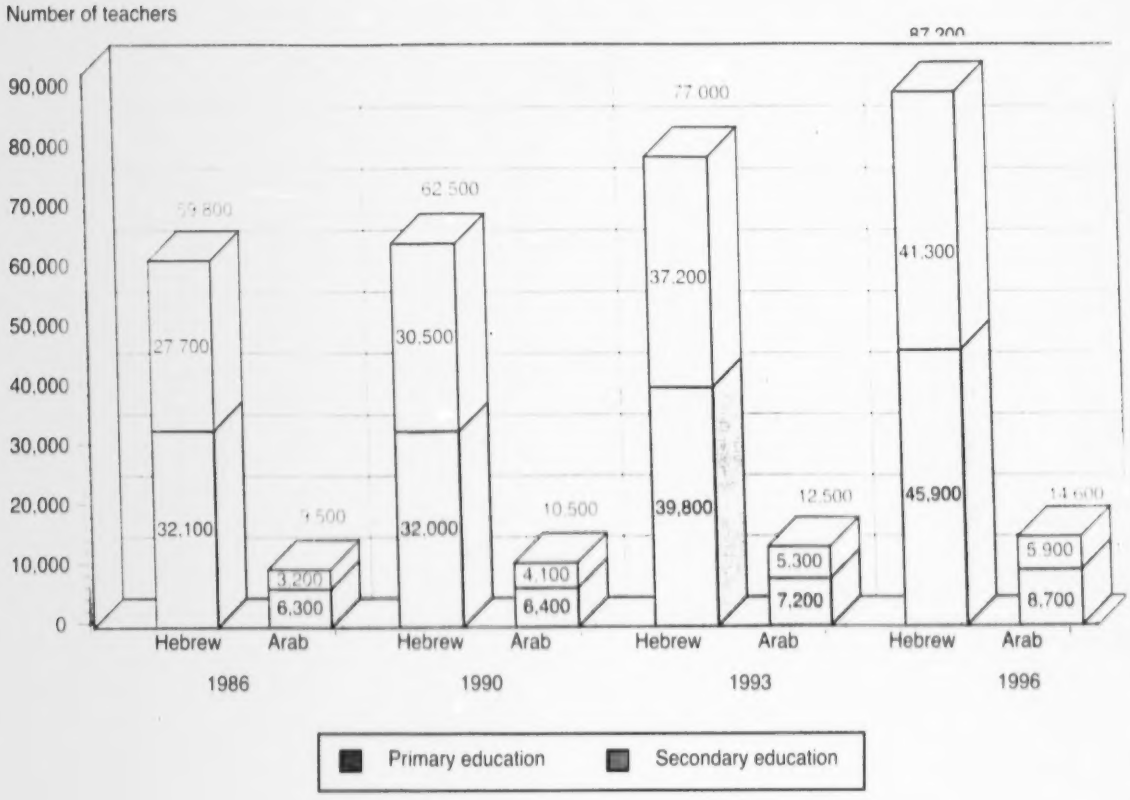
TEACHERS IN PRIMARY AND SECONDARY EDUCATION

Source: CBS
Ministry of Education, Culture and Sport,
Economics and Statistics Division



In 1996, the number of teachers in Hebrew education reaches approximately 87,000, and in Arab education, 15,000.

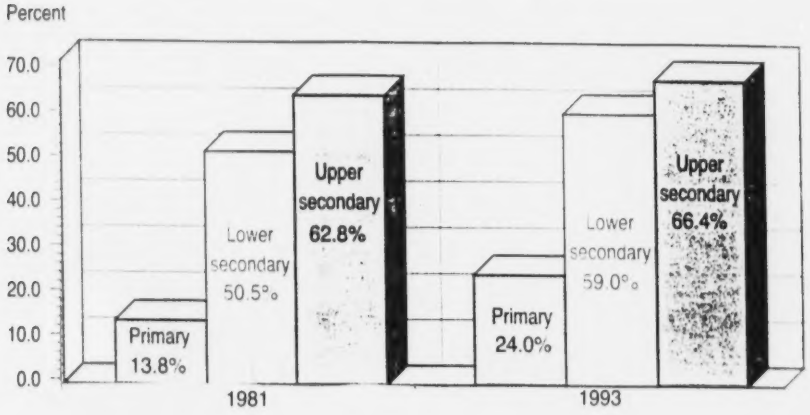
Since 1990, the number of teachers has increased at an average rate of 5.6% per year in both Hebrew and Arab education. This rate of increase is high if compared with the years 1986-1990, when the number of teachers grew at an average rate of 1.1% per year in Hebrew education, and 2.5% in Arab education.

B. TEACHERS IN THE EDUCATION SYSTEM ACCORDING TO DIFFERENT CHARACTERISTICS

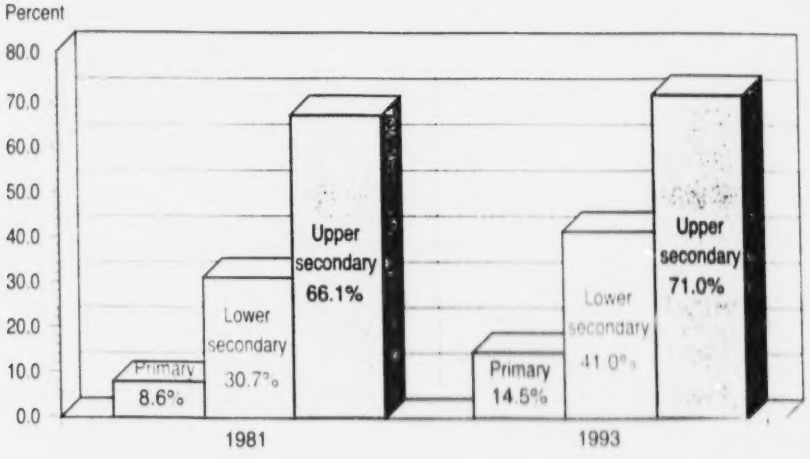
PERCENTAGE OF TEACHERS WITH ACADEMIC DEGREES IN THE SCHOOLS

Source: CBS, surveys of teaching staff

HEBREW EDUCATION



ARAB EDUCATION



The percentage of academics among teachers in all educational level increased between 1981 and 1993, both in Hebrew education and Arab education. In primary education and lower secondary education, the percentage of academics is higher in Hebrew education than in Arab education; in the upper secondary level, on the other hand, the situation is just the opposite: the percentage of academics is higher in Arab education than in Hebrew education.

PERCENTAGE OF NON-CERTIFIED TEACHERS IN SCHOOLS

Source: CBS, surveys of teaching staff

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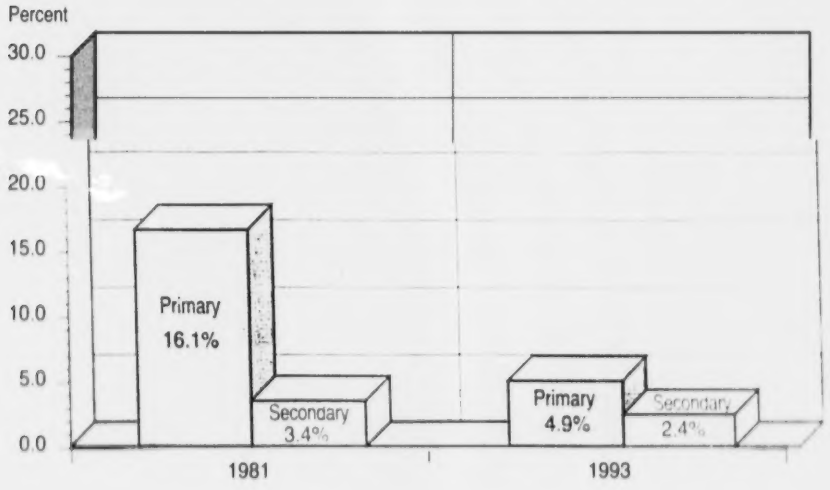

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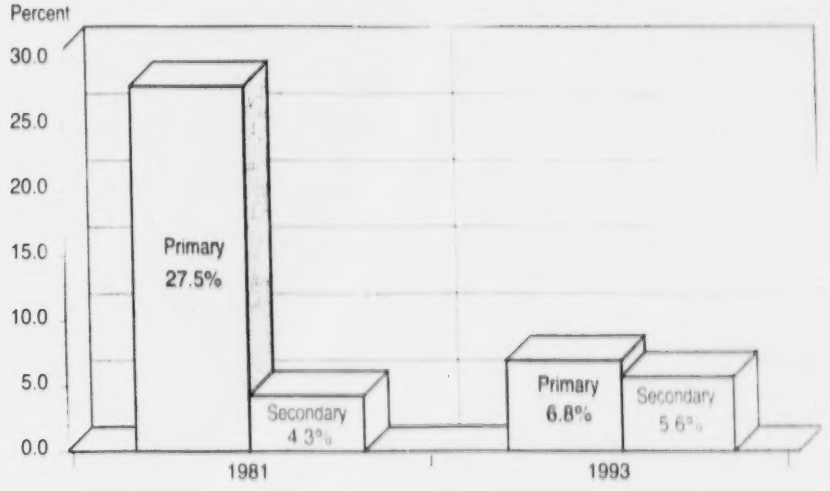

Between 1981-1993, there was a significant drop in the percentage of non-certified teachers in primary education. In secondary education, the percentage of non-certified teachers remained low, but there was a certain growth in the percentage of non-certified teachers in Arab secondary education.

PERCENTAGE OF TEACHERS OVER THE AGE OF 50 IN SCHOOLS

Source: CBS, surveys of teaching staff

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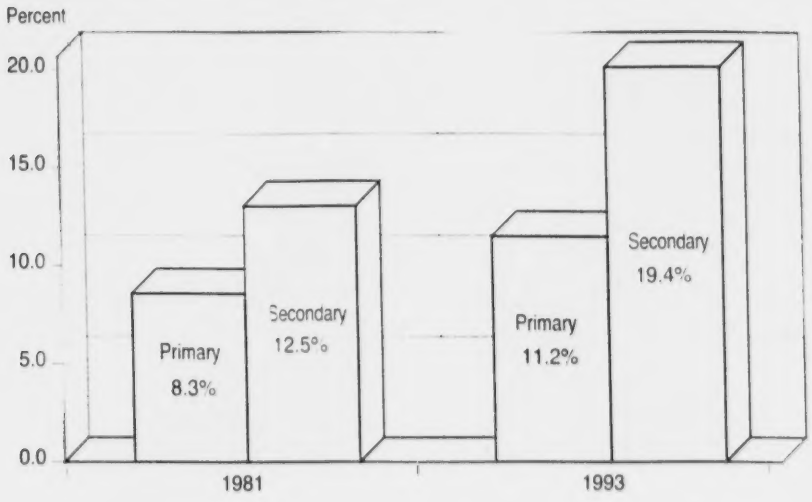

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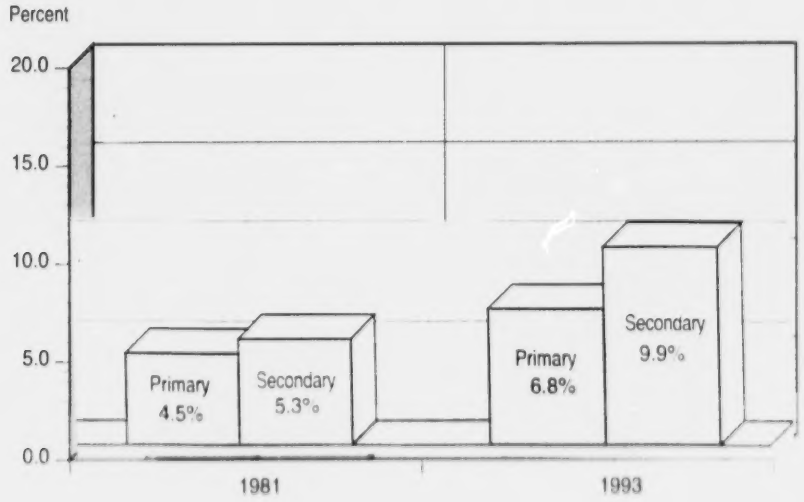
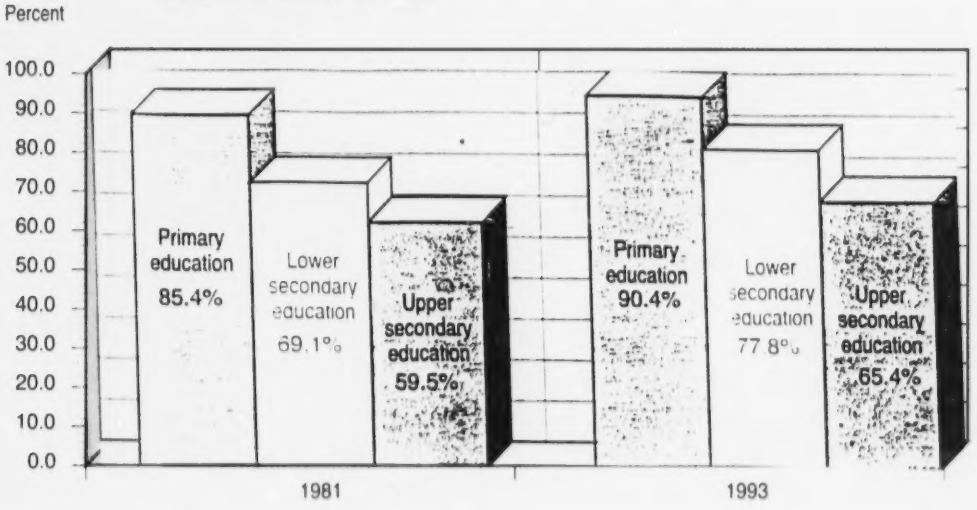


There is a growing tendency towards increase in age, which becomes apparent in the age distribution of the teaching staff, with the percentage of teachers over age 50 on the rise. This process can be witnessed in both Hebrew education and Arab education, at all educational levels. In Hebrew secondary education, the percentage of older teachers (that is, over age 50) is close to 20%. For comparison, the percentage of persons aged 50 and older employed in the entire economy is estimated at around 20%. This figure is higher than the percentage of older teachers at most educational levels.

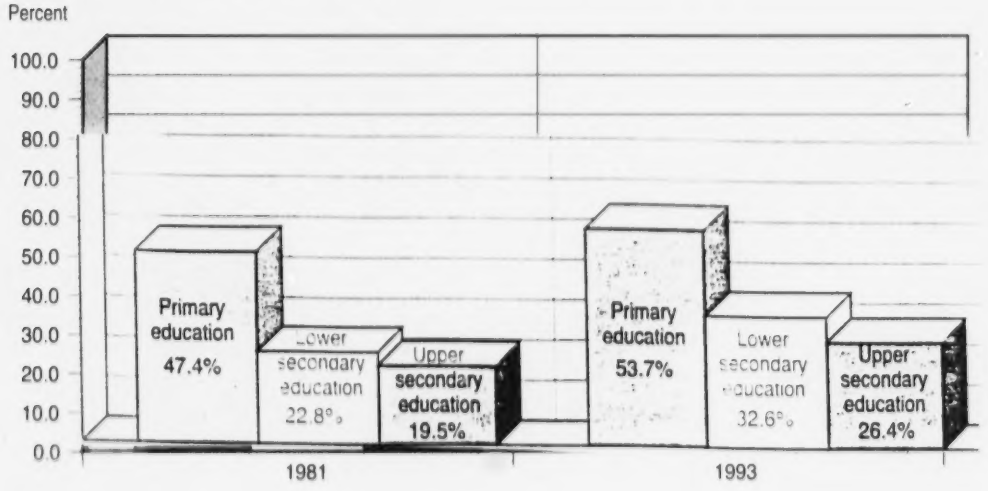
PERCENTAGE OF FEMALE TEACHERS IN SCHOOLS

Source: CBS, surveys of teaching staff

HEBREW EDUCATION



ARAB EDUCATION



The percentage of female teachers continues to rise. This trend exists in both Hebrew education and Arab education, at all educational levels. The percentage of female teachers is higher in the primary education level than in the secondary education level. In 1993, the percentage of female teachers in the Hebrew primary education was over 90%, and in the Arab primary education, it was over 50%.

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PERSONS EMPLOYED IN TEACHING AS A PERCENTAGE OF ALL EMPLOYEES IN THE ECONOMY

Source: Based on data from the CBS

Time period	Total No. of Employed Persons		Persons Employed in Teaching		
	Total no. of employed persons (thousands)	Percent part- time workers	Total no. of employed persons (thousands)	Percent part-time workers	Percent of total no. of employed persons
1974-1976	1,112	19.4	112	41.8	10.1
1977-1979	1,204	23.5	132	43.4	11.0
1980-1982	1,278	24.9	150	45.2	11.7
1983-1985	1,356	26.6	158	47.8	11.6
1986-1988	1,408	27.7	166	50.0	11.8
1989-1991	1,512	28.3	188	48.5	12.4
1992-1994	1,758	27.3	215	48.2	12.2

In 1992-1994, the number of persons employed in teaching (including those who were employed by local authorities) reached 215,000, representing 12.2% of all employed persons in the national economy. Based on these findings, there appears to be a trend towards an increase in the percentage of those employed in teaching in the 1990s as compared with the 1980s.

Almost half of those employed in teaching are part-time workers, as compared with only 27% among all employed persons in the economy.

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A N N E X

THE COUNCIL FOR HIGHER EDUCATION LAW, 5718-1958

1. In this Law, "higher education" includes teaching, science and research.

2. There is hereby established a Council for Higher Education, the members of which shall be appointed by the President of the State (such Council being hereinafter referred to as "the Council").

3. The Council is the State institution for matters of higher education in the State, and it shall carry out the functions assigned to it under the Law.

3A. The Council shall be a body corporate competent in respect of any obligation, right or legal act.

3B. The Council shall be an inspected body, within the meaning of section 9(6) of the State Comptroller Law (Consolidated Version), 5718-1958).

3C. Employees of the Council shall be engaged and appointed by the Council in the same manner as State employees are engaged and appointed, with such modifications as shall be prescribed by regulations. The conditions of employment and remuneration of employees of the Council shall be identical with those of State employees.

3D. The Council shall not sell or otherwise dispose of, pledge, or grant a lease of or lend for a period exceeding ten years, any property owned by it, save with the approval of the Minister of Education and Culture. A lease or loan for a period which together with preceeding periods exceeds ten years shall also require approval as aforesaid.

3E. The budget shall be prepared and presented to the Government for approval in the manner provided by regulations.

4. The number of members of the Council shall be prescribed from time to time by the Government upon the recommendation of the Minister of Education and Culture. They shall not be fewer than nineteen and not more than twenty-five, and shall include the Minister of Education and Culture.

4A. The members of the Council shall be proposed to the President of the State by the Government. At least two thirds of them shall be persons of standing in the field of higher education, who have been recommended by the Minister of Education and Culture after consultation with the recognized institutions of higher education.

5A. Where, during the term of office of any Council, the place of a member of the Council falls vacant from any cause whatsoever, another member shall be appointed in his stead, for the duration of the tenure of that Council, in the manner which had been prescribed for the appointment of the member whose place has fallen vacant.

5B. Where a member of the Council is unable to actually serve for a specific period, the Minister of Education and Culture may propose to the President of the State to appoint a substitute for that member for that period.

6. The Minister of Education and Culture shall be the Chairman of the Council, and the Council may elect from among its members a Vice-chairman of the Council.

7. The term of office of every Council shall be five years from the date of appointment of the members of that Council, provided that the first Council shall hold office for two years only.

8. The Council shall itself prescribe its procedure in so far as it is not prescribed by this Law or by regulations.

9. The Council may accredit a particular institution as an institution of higher education on the basis of rules prescribed by it for the accreditation of institutions of higher education, in addition to the requirement of an appropriate scientific standard (such an institution being hereinafter referred to as an "accredited institution"); but those rules shall not limit the freedom of opinion and conscience.

10. A decision of the Council to accredit an institution under section 9 shall require approval by the Government.

11. Where an institution has applied for accreditation as an institution of higher education and the Council has refused the application, the Minister of Education and Culture, or the institution through him, may bring the application and the decision of the Council before the Government, which may return the same to the Council for reconsideration. The decision of the Council upon reconsideration shall be final.

12. Where an application for accreditation has been refused by the Government, or where such an application has been refused by the Council upon reconsideration and the Government has approved the refusal, the institution may re-apply to the Council for accreditation after two years or such shorter period as the Government may have fixed in its decision.

13. An institution which has been accredited as an institution of higher education shall receive a certificate to such effect from the President of the State; notice of the issue of the certificate shall be published in the offical government gazette.

14. An accredited institution shall be a corporation and shall be competent to sue and be sued, to acquire, possess and relinquish property, to enter into contracts and to be a party to any legal or other proceeding.

15. An accredited institution shall be at liberty to conduct its academic and administrative affairs, within the framework of its budget, as it may think fit. In this section, "academic and administrative affairs" includes the determination of a program of research and teaching, the appointment of the authorities of the institution, the appointment and

promotion of teachers, the determination of a method of teaching and study, and any other scientific, pedagogic or economic activity.

16. The Council may, after consultation with the accredited institutions concerned, make proposals for their consolidation, enlargement, improvement and mutual cooperation; the Council may also make proposals for the advancement of scientific research and the establishment of further institutions of higher education.

17. The Council may make proposals as to the participation of the Government in budgets of accredited institutions.

18. The Council may withdraw its accreditation of an accredited institution on the basis of rules prescribed by it for this purpose; but those rules shall not limit the freedom of opinion and conscience.

19. A decision of the Council under section 18 shall require the approval of the Government; but the Government shall not approve such a decision until the institution the accreditation of which has been withdrawn has been given a reasonable opportunity to plead its case and produce its evidence before the Minister of Education and Culture or a person appointed by him in that behalf; the Government may also return the matter to the Council for reconsideration, and upon its deciding to do so the provisions of section 11 shall apply *mutatis mutandis*.

20. Where the Government has approved the withdrawal of the accreditation of an accredited institution, it shall notify the President of the State to such effect, and thereafter shall publish a notice to such effect in the official government gazette.

21. An institution the accreditation of which has been withdrawn may, after two years or such shorter period as the Government may have fixed, re-apply to the Council for accreditation, on the basis of evidence to be produced by the institution that the reasons which prompted the withdrawal of its accreditation no longer exist.

21A. (a) No person shall open or maintain or advertise the opening or maintenance of an institution not recognized under section 9 which awards or promises to award an academic degree unless such institution has been granted a permit by the Council (hereinafter referred to as a "permit").

(b) For the purposes of this section, it shall be immaterial whether the institution is opened or maintained by an institution of higher education, either as an extension or a branch or otherwise.

21B. (a) The Council shall, after consultation with the Committee on Education and Culture of the Knesset, prescribe rules for the grant of a permit. Such rules shall be published in the official government gazette.

(b) The Council may subject the grant of a permit to conditions to be fulfilled by the institution either before or after such grant.

(c) Rules and conditions as aforesaid shall not limit the freedom of opinion and conscience.

21C. A permit shall be valid for four years. If the institution is not opened within four years from the date of the grant of the permit or is not accredited under section 9 either fully or partly or temporarily or conditionally, the Council may extend the validity of the permit for further periods not in the aggregate exceeding four years.

21D. (a) Where the Council has decided to grant a permit, its decision shall require approval by the Government, and the Government's decision as to the permit shall be final.

(b) The Council shall notify the applicant of a decision under subsection (a) within one year from the date of submission of the application.

21E. Where one of the rules or conditions on the basis of which the permit was granted is no longer fulfilled or is infringed, the Council may, after giving the institution an opportunity to be heard, cancel the permit or suspend it for such period as it may prescribe.

21F. (a) Where the Council has refused to grant or extend the validity of or has cancelled or suspended a permit, the Minister of Education and Culture, or the institution through him, may lodge objection with the Government.

(b) The Government may confirm the decision of the Council or return the matter to it for reconsideration. Where the Government has returned the matter to the Council, the Council shall reconsider it, and its decision upon reconsideration shall require the approval of the Government; the Government's decision shall be final.

21G. Where an institution has been opened or is maintained without a permit under section 21A, the District Court may, on the application of the Attorney-General, order that it shall be closed at such time and in such manner as the court may prescribe, provided that the closing order shall not come into force before the expiration of thirty days from the date thereof.

21H. (a) No educational institution shall use one of the following designations: "university", *technion*, "technological institute", "faculty", "academy", *beit sefer gavoa* (lit. "high school", i.e. school above the level of a secondary school), *haskala gevoha* and *hinuch gavoah* (both "higher education", the first stressing the intellectual, the second the pedagogic aspect), either separately or in combination with another of them or as an adjectival or nounal adjunct to another designation, either in Hebrew or in a foreign language, unless the institution has been accredited under section 9 or the designation has been given it by Law or it has received approval therefor from the Council for Higher Education.

(b) No educational institution shall use a designation which might be taken to refer to a permit or accreditation under this Law unless it has received such a permit or such accreditation, as the case may be.

(c) The Council may, after consultation with the Committee on Education and Culture of the Knesset, prescribe rules for the approval of designations.

22. The Council may recognize a particular academic title as a recognized title on the basis of rules prescribed by it for the recognition of academic titles (a title recognized as aforesaid being hereinafter referred to as a "recognized title").

23. The Council may empower an accredited institution, on the basis of rules prescribed by it for the empowerment of accredited institutions for the purposes of this section, to confer a recognized title upon a particular person, or to confer recognized titles generally, and it may prescribe rules concerning State examinations to be held as a condition for the conferment of a particular recognized title by a particular accredited institution.

24. The Council may, itself or through a person appointed by it in that behalf, supervise the conferment of recognized titles, and it may prescribe rules for supervision under this section.

25. A title recognized under this Law shall be recognized for the purposes of any other law.

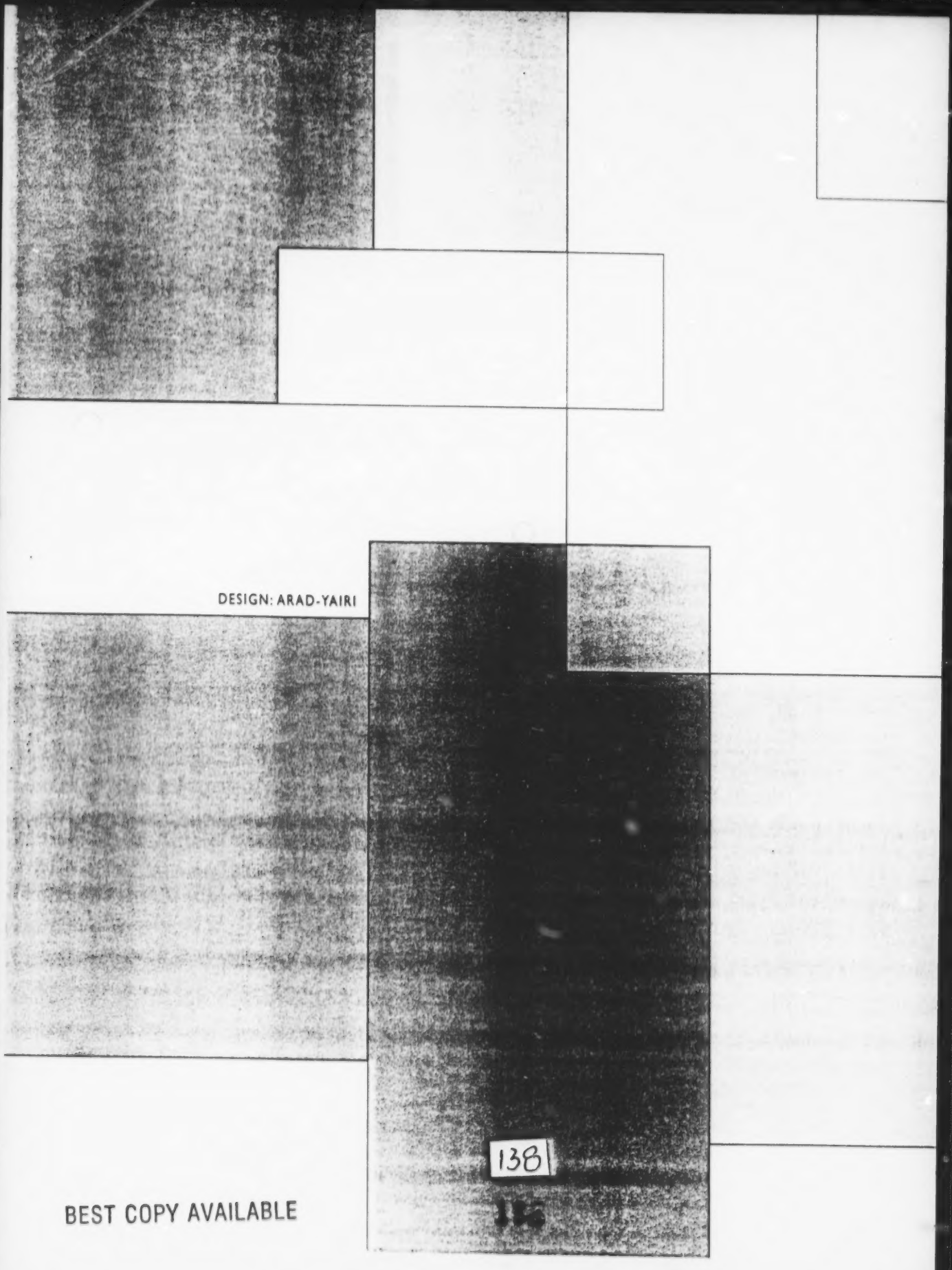
26. A person who does any of the following acts shall be liable to imprisonment for a term of one year or a fine of 20,000 pounds:
    (1) supplies to or for the Council, in a matter within its competence, any information which he knows to be false;
    (2) confers, or assists in the conferment of, a title without being competent so to do under this Law;
    (3) makes himself out to be the holder of a recognized title conferred upon him under this Law while a title as aforesaid has not been conferred upon him;
    (4) contravenes any of the provisions of section 21A or a regulation made thereunder;
    (5) contravenes any of the provisions of section 21H.

27. (a) The provisions of this Law shall apply to the State as well, however sections 14, 15 and 17 shall not apply to an institution for the training of teachers which the State maintains.
    (b) The Minister of Education and Culture may, at the proposal of the Council or on his own initiative and with the Council's agreement, and with the approval of the Committee on Education and Culture of the Knesset, prescribe rules regarding the freedom of action of an institution as set forth in section (a), in those matters listed in section 15, in whole or in part

28. The Education Ordinance shall not apply to an institution accredited or which has been granted a permit under this Law.

29. The Minister of Education and Culture is charged with the implementation of this Law and shall bring before the Government decisions of the Council requiring approval, and proposals of the Council, and shall bring before the President of the State every matter required to be brought before him under this Law.

30. The Minister of Education and Culture may, after consultation with the Council, make regulations for the implementation of this Law and, *inter alia*, regulations as to reasonable times within which the handling of applications of institutions for accreditation - from the submission of the application until the decision thereon - shall be completed by the Council and the Government.



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